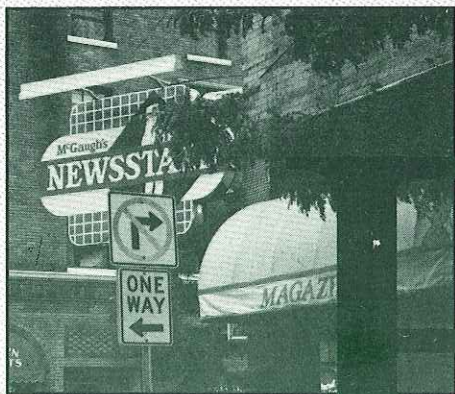
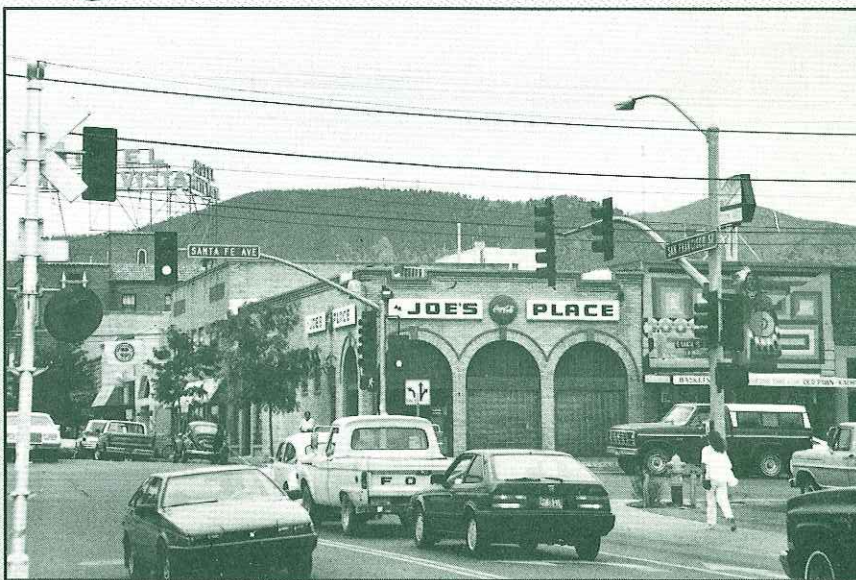


Wanda Montano



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Redevelopment
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Plan



City of Flagstaff, Arizona

B R W

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24 August 1992

BRW INC.

Ms. Ursula Montaña
Community Development Planner
City of Flagstaff
211 West Aspen Avenue
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Dear Ms. Montaña:

BRW, Inc. is pleased to submit to you the final report of the *Flagstaff Redevelopment Area Designation and Redevelopment Area Plan*. This Redevelopment Plan culminates over sixteen months of work in the Downtown Study Area assessing existing physical, social and economic conditions; recommending commercial and mixed use redevelopment activities; recommending a comprehensive program for neighborhood revitalization with particular emphasis on the area south of the Santa Fe Railroad corridor north of the Northern Arizona University campus; recommending a broad-based urban design and public facilities improvement program and establishing a long-range implementation program for revitalization; and redevelopment efforts that include actions, responsibilities, timing, funding resources and organizational strategies. Extensive community participation was solicited in the preparation of the Redevelopment Plan through the publication of three project newsletters to area merchants, residents and property owners; three community workshops to identify issues, review recommended Redevelopment Area boundary and preliminary redevelopment strategies, and review of the final Redevelopment Plan recommendations and implementation program; approximate bi-monthly Downtown Redevelopment Area Advisory Committee meetings and public hearings conducted by the Planning and Zoning Commission and City Council. These meetings served to establish the Redevelopment Authority and Redevelopment Area, to review conformity with *Growth Management 2000*, the community's general plan, and to adopt the Redevelopment Plan recommendations.

The *Flagstaff Downtown Redevelopment Area Plan* has been prepared in accordance with all stipulations of *Arizona Revised Statutes (ARS) 36-1471 (et seq.)*, *Slum Clearance and Redevelopment Law*, and provides the community with a 20-year strategy for revitalization and selected redevelopment activities within the downtown area, as well as surrounding neighborhood areas. The Redevelopment Plan also identifies a broad range of public, private and non-profit organizational resources that must be leveraged to carry its recommendations, and lays the foundation for the two major projects currently underway, including the Babbitt Block redevelopment and the Downtown Phase 1 Streetscape and Infrastructure Improvements.

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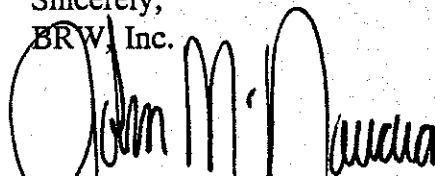
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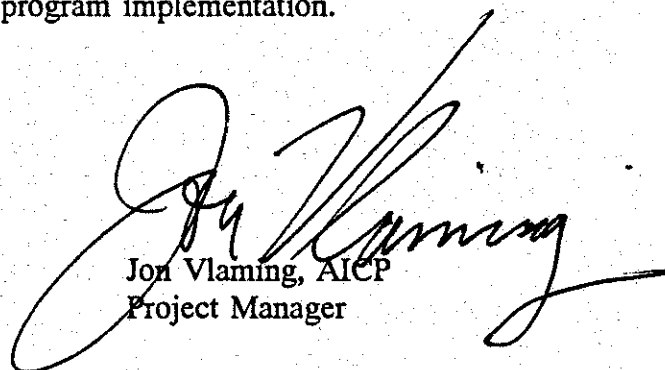
We have sincerely appreciated the support and cooperation of the City staff, the City's elected and appointed public officials, and the Study Area merchants, residents and property owners in the preparation of this Plan. We are confident that the analyses and recommendations contained herein establish a very solid foundation and achieve long-range consensus direction for Downtown Flagstaff redevelopment, and revitalization of its surrounding neighborhoods. It has been our pleasure to assist the City in the preparation of the *Flagstaff Downtown Redevelopment Area Designation and Redevelopment Area Plan* and we look forward to continuing our professional relationship with you in the future through program implementation.

Sincerely,
BRW, Inc.

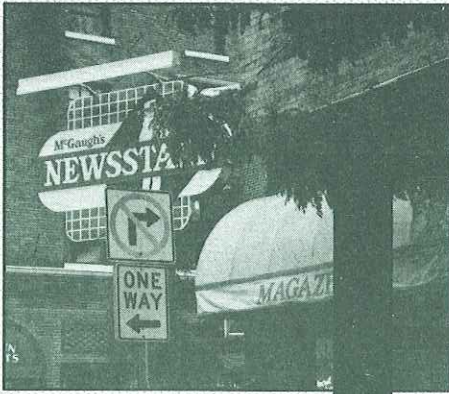


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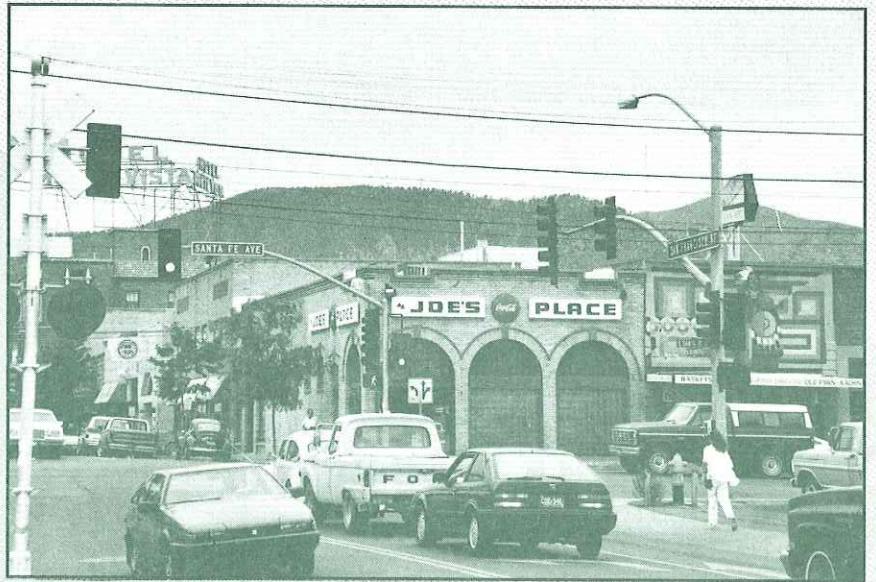


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Redevelopment Area Designation and Redevelopment Area Plan



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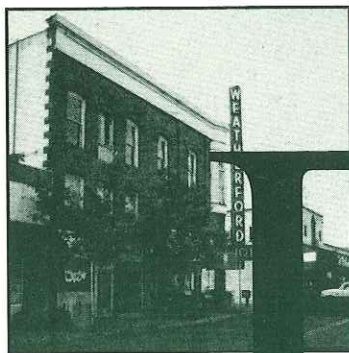
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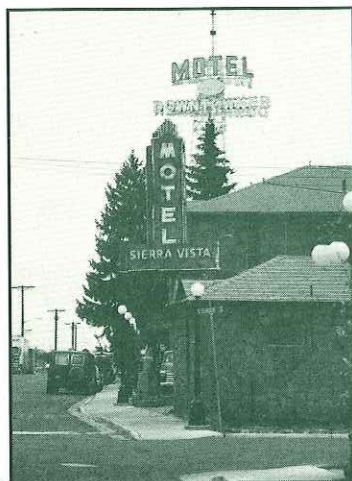
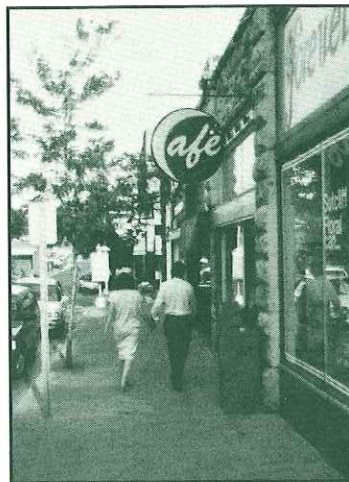
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Section 2: Area Assessment

Section 3: Redevelopment Area Plan Elements and Economic Program

Section 4: Redevelopment Implementation Program

Glossary of Redevelopment Terms

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Appendix

Section 1 Introduction

The Introduction of the **Flagstaff Redevelopment Area Designation and Redevelopment Area Plan** has been prepared to provide an overview of the purpose and goals, process and timeline, and regulatory requirements to identify and define the Redevelopment Area and to prepare the Redevelopment Area Plan. The Introduction is presented in the following ten sections:

- Redevelopment Area Plan Purpose
- Redevelopment Area Plan Goals
- Redevelopment Area Plan Process
- Redevelopment Commission Formation
- Preliminary Redevelopment Area Designation
- Finding of Redevelopment Area Slum and Blight Conditions
- Redevelopment Area Justification
- Preliminary Redevelopment Area Boundary Refinement
- Redevelopment Area Boundary Description
- Redevelopment Area Plan Adoption

The ten sections were developed to properly introduce the intent, purpose and statutory requirements to prepare the Redevelopment Area Plan. Each section is briefly presented below and is described on the following pages.

The *Redevelopment Area Plan Purpose* section includes the rationale for the City to prepare a Redevelopment Area Plan.

The *Redevelopment Area Plan Goals* section includes the City's specific interests in preparing a Redevelopment Area Plan.

The *Redevelopment Area Plan Process* section includes the steps and timeline utilized to prepare the Redevelopment Area Plan.

The *Redevelopment Commission Formation* section includes the identification of the body to oversee the revitalization, development, and redevelopment of the Redevelopment Area.

The *Preliminary Redevelopment Area Designation* section includes a brief description of the initial Redevelopment Area.

The *Finding of Redevelopment Area Slum and Blight Conditions* section includes reference to the declaration made by City Council that slum and blight conditions exist in the Redevelopment Area.

The *Redevelopment Area Justification* section includes the description of the characteristics which create slum and blighted areas in the City to enable the Redevelopment Area Plan to qualify as a redevelopment project, as defined by state statutes.

The *Preliminary Redevelopment Area Boundary Refinement* section includes the discussion of the rationale to locate and revise the Redevelopment Area boundaries.

The *Redevelopment Area Boundary Description* section includes a general legal description of the refined Redevelopment Area.

The *Redevelopment Area Plan Adoption* section includes a summary of the process utilized to amend the City's *Growth Management Guide* and adopt the Redevelopment Area Plan, pursuant to the City's *Land Development Code*.

1.1 Redevelopment Area Plan Purpose

The purpose of preparing a Redevelopment Area Plan is to improve or redevelop areas of a municipality containing older, dilapidated and deteriorated housing and commercial structures, old or historic areas of a municipality as well as vacant parcels which negatively impact the health, safety, morals and welfare of its residents. Based upon these conditions, the Arizona Legislature enacted the Slum Clearance and Redevelopment Law (ARS 36-1471, *et seq.*) which grants a municipality the following powers in the formulation of Redevelopment Area Plans and implementation projects:

- To enter into contracts with governmental agencies and private entities;
- To transact in real and personal property;
- To borrow money;
- To assist in relocating displaced families or persons;
- To utilize federal grants and loans; and,
- To issue special redevelopment bonds or a pay-as-you-go mechanism to finance municipal redevelopment improvements.

1.2 Redevelopment Area Plan Goals

The City of Flagstaff has outlined a series of four goals to be achieved during, or as a result of, the Redevelopment Area planning process. These six goals include:

- To establish the Redevelopment Commission as a mechanism to negotiate the acquisition and disposition of properties allowing more flexibility in dealing with the private sector;
- To find and designate the Redevelopment Area as slum and blight, pursuant to Arizona Revised Statutes (ARS) 36-1479, in order for the City to initiate and engage in redevelopment projects.
- To designate the boundaries of a Redevelopment Area for further assessment, determination of slum and blight, and identification for future rehabilitation, redevelopment and development activities.
- To enable the City to enter into more innovative development agreements;
- To allow the City to pursue a variety of joint public/private partnership projects or ventures to carry out the Redevelopment Area Plan within the downtown and adjacent areas; and
- To establish a comprehensive and integrated framework, or "umbrella," under which to integrate a variety of funding sources (e.g., Bed, Board and Booze [BBB] Tax Revenues, Special Improvement District, Capital Improvement Program, Community Development Block Grants, developer financing, Maintenance/Management Marketing District, General Fund revenues), public and private partnerships and an organizational structure to implement the Redevelopment Area Plan.

1.3 Redevelopment Area Plan Process

The planning process to prepare the Redevelopment Area Plan utilized seven tasks and associated subtasks to prepare the plan over a ten-month timeframe. A listing of the tasks and subtasks includes:

1.0 Establish Redevelopment Commission and Study Area

- 1.1 City Council Study Session
- 1.2 Establish Redevelopment Commission
- 1.3 Designate Downtown Redevelopment Area

2.0 Conduct Study Area Assessment

- 2.1 Related Planning Research
- 2.2 Inventory and Analysis of Existing Physical Conditions
- 2.3 Market Assessment Overview
- 2.4 Community Issue Identification Workshop #1

3.0 Preparation of Preliminary Redevelopment Area Plan

- 3.1 Preliminary Redevelopment Area Designation
- 3.2 Preliminary Redevelopment Area Plan
- 3.3 Refinement to Redevelopment Area

4.0 Public Presentations of Preliminary Redevelopment Area Plan and Slum or Blight Findings

- 4.1 Planning and Zoning Commission and City Council Presentations
- 4.2 Adoption of Resolution Declaring Slum or Blighted Area

5.0 Preparation of Final Redevelopment Area Plan

- 5.1 Redevelopment Area Definition
- 5.2 Redevelopment Area Existing Land Use
- 5.3 Redevelopment Area Land Use Plan
- 5.4 Development/Redevelopment/Revitalization Strategies
- 5.5 Public Infrastructure and Support
- 5.6 Regulatory Support
- 5.7 Community Redevelopment Area Plan Workshop #2

6.0 Formulation of Redevelopment Area Plan Implementation Program

- 6.1 Organization Framework
- 6.2 Marketing Program
- 6.3 Real Estate Acquisition, Management and Maintenance Program
- 6.4 Financial Methods
- 6.5 Financial Program

7.0 Redevelopment Area Plan Adoption

- 7.1 General Plan Consistency
- 7.2 Community Newsletter #3
- 7.3 Planning and Zoning Commission Recommendation
- 7.4 City Council Approval

1.4 Redevelopment Area Commission Formation

A Redevelopment Commission was formed and adopted by Resolution No. 1742 of the Flagstaff City Council on 3 September 1991. The commission, which is comprised of the Flagstaff City Council, will function as the statutory body, as defined in ARS 36-1471 for the Redevelopment Area. A copy of Resolution No. 1742 is included in the Appendix of this document.

1.5 Preliminary Redevelopment Area Designation

The Preliminary Redevelopment Area was defined and designated by Resolution No. 1743 of the Flagstaff City Council on 3 September 1991. The preliminary boundaries of the Redevelopment Area included the mid-block between Dale and Cherry Avenues on the north; Butler Avenue on the south; Elden Street on the east; and Park Street and Sitgreaves Street on the west, comprising approximately 174 acres. A copy of resolution No. 1743 is included in the Appendix of this document.

1.6 Finding of Redevelopment Area Slum and Blight Conditions

Slum and blight conditions were declared for the Redevelopment Area and were adopted by Resolution No. 1779 of the Flagstaff City Council on 16 June 1992. The finding of slum and blight must be made, pursuant to ARS 36-1479, if the Redevelopment Area is to be considered for redevelopment projects. A copy of Resolution No. 1779 is included in the Appendix of this document.

1.7 Redevelopment Area Justification

The justification of creating a Redevelopment Area Plan within Downtown Flagstaff is based on the determination of whether the plan qualifies as a redevelopment project, as defined by ARS 36-1471. Upon qualification, the City may activate the Slum Clearance and Redevelopment Law to assist the City in the eradication of slum and blight areas. The existence of slum and blighted conditions within the Redevelopment Area is manifested through the six characteristics described below, which are specifically addressed in Section 2, Area Assessment, of this document.

- *Unsafe Conditions* – The location and existing boundaries of the Rio De Flag floodplain impacts approximately 45 percent of the Redevelopment Area, producing hazards to property and creating higher insurance premiums for residents and businesses.
- *Unhealthful Conditions* – The location and proximity of major arterial roadways (i.e., U.S. Highway 66 [Route 66] Sitgreaves Street and Butler Avenue) and the Atchison, Topeka and Santa Fe (AT&SF) Railroad switching facility abuts residential areas, producing excessive levels of noise and reduces air quality.
- *Obsolete Layout of Lots, Blocks and Streets* – The age of the City and its gridiron platting has produced small, irregularly shaped parcels. The original platting of the Redevelopment Area (that created 25-foot wide parcels) exhibits long and narrow parcels that now create underutilized space that may be difficult to assemble for viable redevelopment projects.
- *Land Ownership* – The original platting and subsequent assembly has created the existence of more than 350 landowners located within the Redevelopment Area, making traditional parcel assembly by the private sector extremely difficult.
- *Incompatible Land Uses* – The residential area surrounding the AT&SF switching facility (Cottage Avenue/O'Leary Street) and the heavy commercial uses located on the west side of Mike's Pike represent two areas where incompatible land uses currently exist.
- *Structural Deterioration* – The existing condition of structures located in the Redevelopment Area generally ranges from minor maintenance to major rehabilitation. Approximately 64 percent of the existing buildings require improvement.

The Redevelopment Commission, which was formed through the passage of City Council Resolution No. 1742, is granted all powers in redevelopment to enact the laws including the ability to borrow money, issue bonds, acquire and dispose of real property, enter into contracts with the federal government or other public body, preparation of general plans or the approval of Redevelopment Area Plans.

The objectives of the Redevelopment Area Plan are:

1. To rehabilitate, preserve and enhance existing and future historic and architecturally significant structures;
2. To provide a balanced community of living and working opportunities for all City residents regardless of social, economic or ethnic status;
3. To provide a plentiful stock of high quality housing for all types of community residents (i.e. students, professionals, families);
4. To create an orderly process of rehabilitation, revitalization, and redevelopment activities within the Redevelopment Area;
5. To enhance the safety of Redevelopment Area residents, workers, tourists and students through the reduction of pedestrian, bicycle and vehicle conflicts;
6. To identify, fund and construct public facilities and services ensuring the health, safety and welfare of residents within the Redevelopment Area;
7. To establish a menu of financial resources and mechanisms to assist in the achievement of the Redevelopment Area Plan;
8. To identify, design and improve land for vehicular parking and open space/park facilities;
9. To strengthen, enhance and diversify the existing retail commercial, lodging and office space economic base of the Redevelopment Area through site improvements and parcel assemblage;
10. To site plan and develop parcels which are currently vacant, improperly developed or under utilized within the Redevelopment Area;
11. To identify and assemble under utilized parcels into developable tracts for modern, integrated redevelopment and development; and
12. To eliminate environmental hazards and slum and blight conditions within the Redevelopment Area.

1.8 Preliminary Redevelopment Area Boundary Refinement

The preliminary boundaries of the Redevelopment Area were analyzed and revised during the redevelopment planning process and now include the mid-block between Dale and Cherry Avenues on the north; Butler Avenue on the south; the mid-block between Elden Street and Terrace Avenue on the east; and Park Street and Sitgreaves Street on the west. The Redevelopment Area includes approximately 180 acres and is shown on Figure 1-1, *Redevelopment Area Boundary*.

- ***Northern Redevelopment Area Boundary Refinement***

The existing preliminary northern redevelopment area boundary, the southern alley boundary at the mid-block of Cherry Avenue and Dale Avenue, provides the appropriate location for the transition of employment to residential uses. Low and medium density residential uses should remain located on the north side of the existing boundary and a mix of medium-density residential, bed and breakfast lodging, and public/ semi-public uses will provide a compatible land use transition south of the mid-block of Cherry and Dale Avenues.

- ***Southern Redevelopment Area Boundary Refinement***

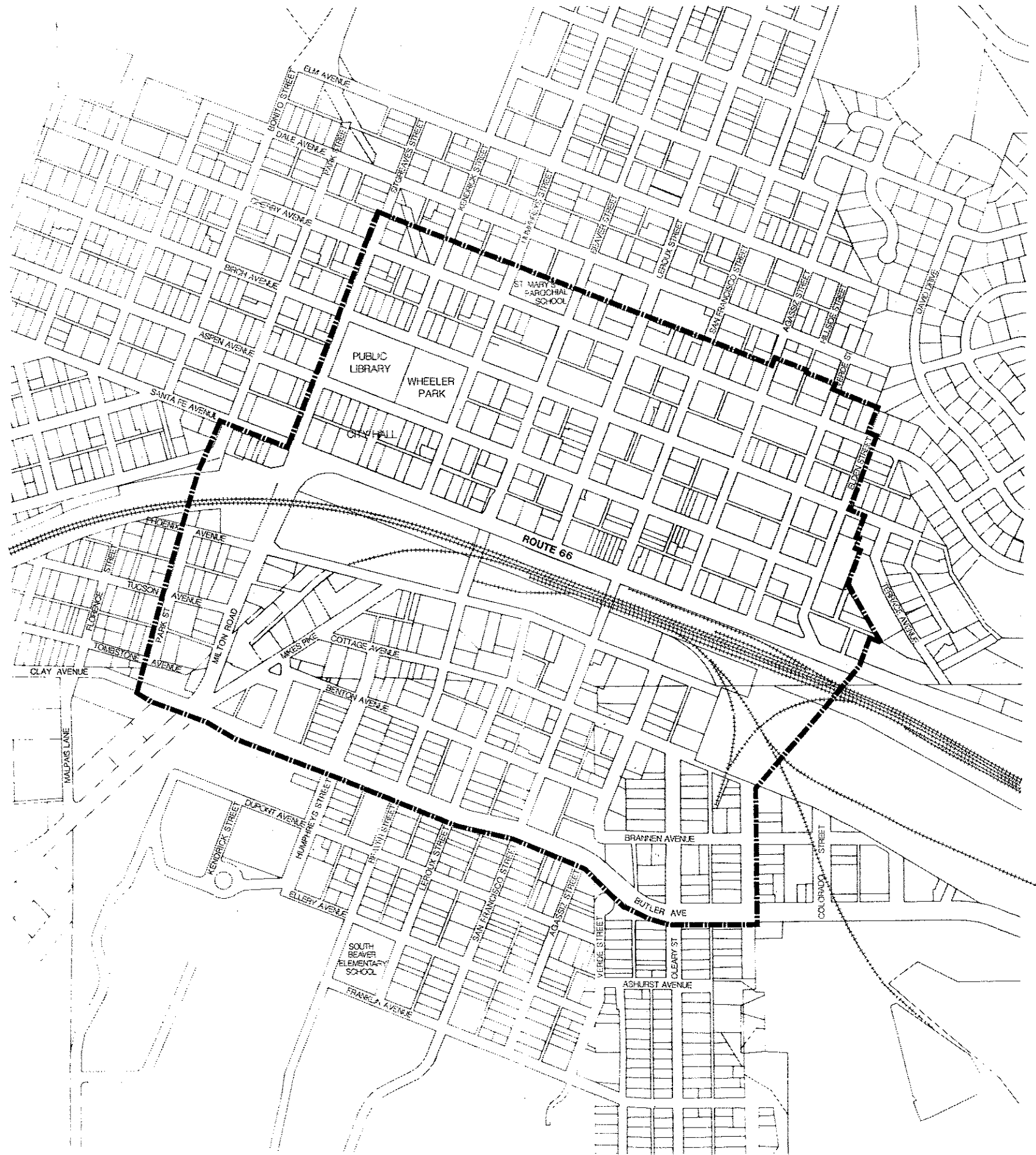
The existing preliminary southern redevelopment area boundary, the southern boundary of the Butler Avenue right-of-way, remains the appropriate location for the southern perimeter based on the designation of Butler Avenue as a major arterial roadway, and the adjacency of the Northern Arizona University (NAU) campus to the south.

- ***Eastern Redevelopment Area Boundary Refinement***

The existing preliminary eastern redevelopment area boundary, Elden Street, has been extended eastward by approximately 5.2 acres to accommodate the proposed Lone Tree Road Overpass. The implementation of the overpass will allow for increased vehicular access and reduced congestion on Milton Road, and would also provide a buffer for the residential uses located to the west.

- ***Western Redevelopment Area Boundary Refinement***


The existing preliminary western redevelopment area boundary, the western boundary of the Park Street right-of-way (south of Santa Fe Avenue) and the western boundary of the Sitgreaves Street right-of-way (north of Santa Fe Avenue) remains the appropriate location for the western boundary based upon the transition of land use, the inclusion of Sitgreaves Street commercial frontage and the land use buffers produced by both collector roadways.

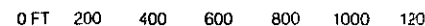





FLAGSTAFF REDEVELOPMENT AREA DESIGNATION AND REDEVELOPMENT PLAN


CITY OF FLAGSTAFF, ARIZONA

REDEVELOPMENT
AREA BOUNDARY

**REDEVELOPMENT AREA BOUNDARY**


0 FT 200 400 600 800 1000 1200





PLANNING TRANSPORTATION ENGINEERING URBAN DESIGN
BRW, INC. 2700 N. CENTRAL SUITE 1000 PHOENIX, ARIZONA 85004

JUNE 1992

1.9 Redevelopment Area Boundary Description

A generalized legal description of the Flagstaff Redevelopment Area is presented as follows:

Commencing at the southwest corner of Section 16 of Township 21 North, Range 7 East of the Gila and Salt River Meridian; thence Easterly a distance of 3,140 feet, more or less, along the centerline of Clay Avenue to the Western right-of-way line of Park Street and the Point of Beginning. Thence Northerly a distance of 1,440 feet, more or less, along the Western boundary of the Park Street right-of-way to the intersection of the Southern boundary of the Route 66 right-of-way; thence Easterly a distance of 350 feet, more or less, along the Southern boundary of the Route 66 right-of-way to the intersection of the Western boundary of the Sitgreaves Street right-of-way; thence Northerly a distance of 1,260 feet, more or less, along the Western boundary of the Sitgreaves Street right-of-way to the Southern alley boundary located mid-block of Cherry Avenue and Dale Avenue; thence Easterly a distance of 2,475 feet, more or less, along the Northern boundary of Tax Parcels 100-09-14, 100-09-12, 100-09-22, 100-09-11, 100-09-04, 100-09-03, 100-09-02, 101-13-08, 101-13-04, 101-13-03, 101-13-02, 101-14-15, 101-14-13, 101-14-12, 101-14-5B, 101-14-04, 101-14-03, 101-14-1A to the centerline of Agassiz Street; thence Northerly a distance of 5 feet, more or less, along the centerline of Agassiz Street; thence Easterly a distance of 180 feet, more or less, along the Northern boundary of Tax Parcel 101-15-13, to the centerline of the alley located at the mid-block of Agassiz Street and Verde Street; thence Southerly a distance of 2 feet, more or less, along the centerline of the alley; thence Easterly a distance of 85 feet, more or less, along the Northern boundary of Tax Parcel 101-15-10; thence Southerly a distance of 2 feet more or less, along the centerline of Verde Street; thence Easterly a distance of 225 feet, more or less, along the Northern property line of Tax Parcels 101-15-06, 101-15-04 and 101-15-03; thence Southerly a distance of 170 feet, more or less, along the Eastern boundary of Tax Parcel 101-15-03 to the centerline of Cherry Avenue; thence Easterly a distance of 25 feet, more or less, to the Eastern boundary of the Elden Street right-of-way; thence Southerly a distance of 350 feet, more or less, to the centerline of Birch Avenue; thence Easterly a distance of 130 feet, more or less along the centerline of Birch Avenue; thence Southerly a distance of 180 feet, more or less, along the Eastern boundary of Tax Parcels 101-23-05 and 101-23-08; thence Easterly a distance of 2 feet, more or less; thence Southerly a distance of 200 feet, more or less, along the Eastern boundary of Tax Parcel 101-23-08; thence Northeasterly a distance of 5 feet, more or less; thence Southeasterly a distance of 260 feet, more or less, along the Southwestern boundary of Tax Parcel 101-23-9A; thence Southerly a distance of 2 feet, more or less; thence Westerly a distance of 2 feet, more or less, to the Northeast corner of Tax Parcel 101-22-01B; thence Southerly a distance of 134 feet, more or less, to the Southeast corner of Tax Parcel 101-22-01B; thence Southwesterly a distance of 850 feet, more or less, to the Northwest corner of Tax Parcel 104-01-74; thence Southerly a distance of 650 feet, more or less, to the Southern boundary of the Butler Avenue right-of-way; thence Westerly a distance of 3,330 feet, more or less, along the Southern boundary of the Butler Avenue right-of-way to the Point of Beginning. The subject parcel contains 180 acres, more or less.

1.10 Redevelopment Area Plan Adoption

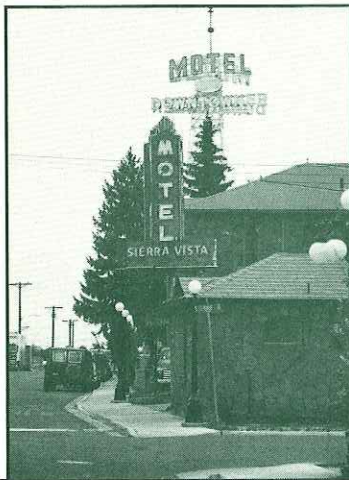
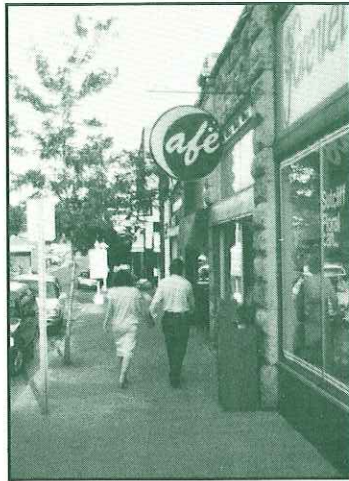
The adoption of the **Flagstaff Redevelopment Area Designation and Redevelopment Area Plan** was accomplished pursuant to the requirements of the City's *Land Development Code*. The Redevelopment Area Plan was adopted as a minor plan amendment of the City's *Growth Management Guide 2000* through the passage of Resolution No. 1780 by the City Council.

The Redevelopment Area Plan serves as a concept plan for the designated Redevelopment Area and as such, was processed as an Area Plan pursuant to the City's *Land Development Code*. The Redevelopment Area Plan was adopted by the City Council on 16 June 1992 by Ordinance No. 1757. Copies of Resolution No. 1780 and Ordinance No. 1757 are included in the Appendix of this document.



F lagstaff

Redevelopment
Area
Designation
and
Redevelopment
Area
Plan



Section 1: Introduction

Section 2: Area Assessment

Section 3: Redevelopment Area Plan Elements and Economic Program

Section 4: Redevelopment Implementation Program

Glossary of Redevelopment Terms

Index

Appendix



Section 2 Area Assessment

The Area Assessment of the Flagstaff Redevelopment Area Designation and Redevelopment Area Plan has been prepared to thoroughly inventory and analyze the environmental, physical and socio-economic environment of the Redevelopment Area. The Area Assessment is presented in the following six sections:

- Environmental Resources
- Historic and Cultural Resources
- General Planning, Land Use, and Zoning
- Transportation System
- Community Facilities
- Market Assessment Overview

The six sections were developed from both primary and secondary source documentation to properly set the stage for the preparation of the Redevelopment Area Plan. Each section includes applicable policies contained in the *Growth Management Guide*, which functions as the City's existing General Plan, to provide consistency in the preparation of Redevelopment Area Plan elements.

The *Environmental Resources* section includes a brief summary of the natural characteristics, including topography and soils, drainage and hydrology, and views and vistas of the Redevelopment Area.

The *Historic and Cultural Resources* section includes a historic summary of the City and a thorough overview of the significant architectural and cultural resources located within the Redevelopment Area.

The *General Planning, Land Use, and Zoning* section includes the land use recommendations of the *Growth Management Guide*, the inventory and analysis of existing land use and zoning, and major property ownership.

The *Transportation System* section includes an overview of the regional vehicular network, the transportation recommendations (i.e., vehicular and bicycle) of the *Growth Management Guide*, roadway capacity and level of service, and the inventory and analysis of other modes of transportation (i.e., railway, transit, bicycle) facilities, as well as projects identified in the City's Capital Improvements Program (CIP).

The *Community Facilities* section includes the inventory and analysis of existing public safety, health care, educational, recreational and municipal facilities located within the Redevelopment Area, as well as the potable water supply, sewage collection and treatment,

natural gas service, electricity, public telephone service, and infrastructure projects identified in the City's Capital Improvements Program (CIP).

The *Market Assessment Overview* section includes a description and analysis of existing and future demand for high density residential, general and garden office, retail and services, lodging, and public and private meeting facilities land uses located within the Redevelopment Area.

2.1 Environmental Resources

The Environmental Resources section of the Area Assessment is presented in the following five subsections:

- Topography and Soils
- Drainage and Hydrology
- Views and Vistas
- Proposed Environmental Improvements
- Environmental Goals and Policies

2.1.1 Topography and Soils

The Redevelopment Area ranges in elevation from approximately 6920 to 6880 feet above sea level which exposes the area to a wide range of climatic diversity, as shown in Figure 2-1, *Natural Resources*. The topography of the area generally ranges from two to eight percent with the underlying soil generally comprised of the Broliar-Sponseller Association and the Winona-Boysag Association. Both of these soil types are categorized as severe in terms of development capability, due to their high shrink/swell potential and moderate to high frost action. The geological strata of the area consists of both sedimentary and igneous material which also may contain pockets of perched groundwater.

2.1.2 Drainage and Hydrology

The Rio De Flag drains the northeast side of Observatory Mesa and the south side of the San Francisco Mountains. Surface drainage of the Rio De Flag, through the Redevelopment Area, passes along the west side of Kendrick Avenue which then crosses diagonally through the south half of the Redevelopment Area. In general, the drainage of the northern half of the Redevelopment Area is split into two flows, one flow that drains the east side of Mars Hill and the other flow that drains the west side of Switzer Canyon. The two flows converge at the Rio De Flag which then transports the drainage southeast to Sinclair Wash. The boundaries of the 100-year floodplain, which includes the boundaries of the Rio De Flag Floodway, are located within the Redevelopment Area and include approximately 82 acres of land as shown in Figure 2-1, *Natural Resources*.

The *Downtown Area Plan* recommends that the Rio De Flag be improved to function as a linear park to adequately control and detain floodwater, provide non-motorized access through the Downtown Area and contain recreational amenities (i.e., picnic, festival grounds and play areas). These recommendations will be integrated into the adopted recommendations of the Rio De Flag Flood Control Study, which is currently underway, to retain 100-year event flows within existing and improved structures. The study has divided the Rio De Flag into three reaches or service areas, based on the drainage characteristics of each area, and recommends the following improvements shown in Table 2.1, *Rio De Flag Drainage Improvements*.

TABLE 2.1
Rio De Flag Drainage Improvements

| Reach | Location | Preferred Alternative |
|-------|----------------------------------|-----------------------------------|
| 1 | North City Limits to Thorpe Park | No Action |
| 2 | Thorpe Park to Railroad Tracks | Channel Improvements Greenbelt |
| 3 | Railroad Tracks to Sinclair Wash | Re-Route Greenbelt |

Source: City of Flagstaff; November 1991.

The future phases of the flood control study will include:

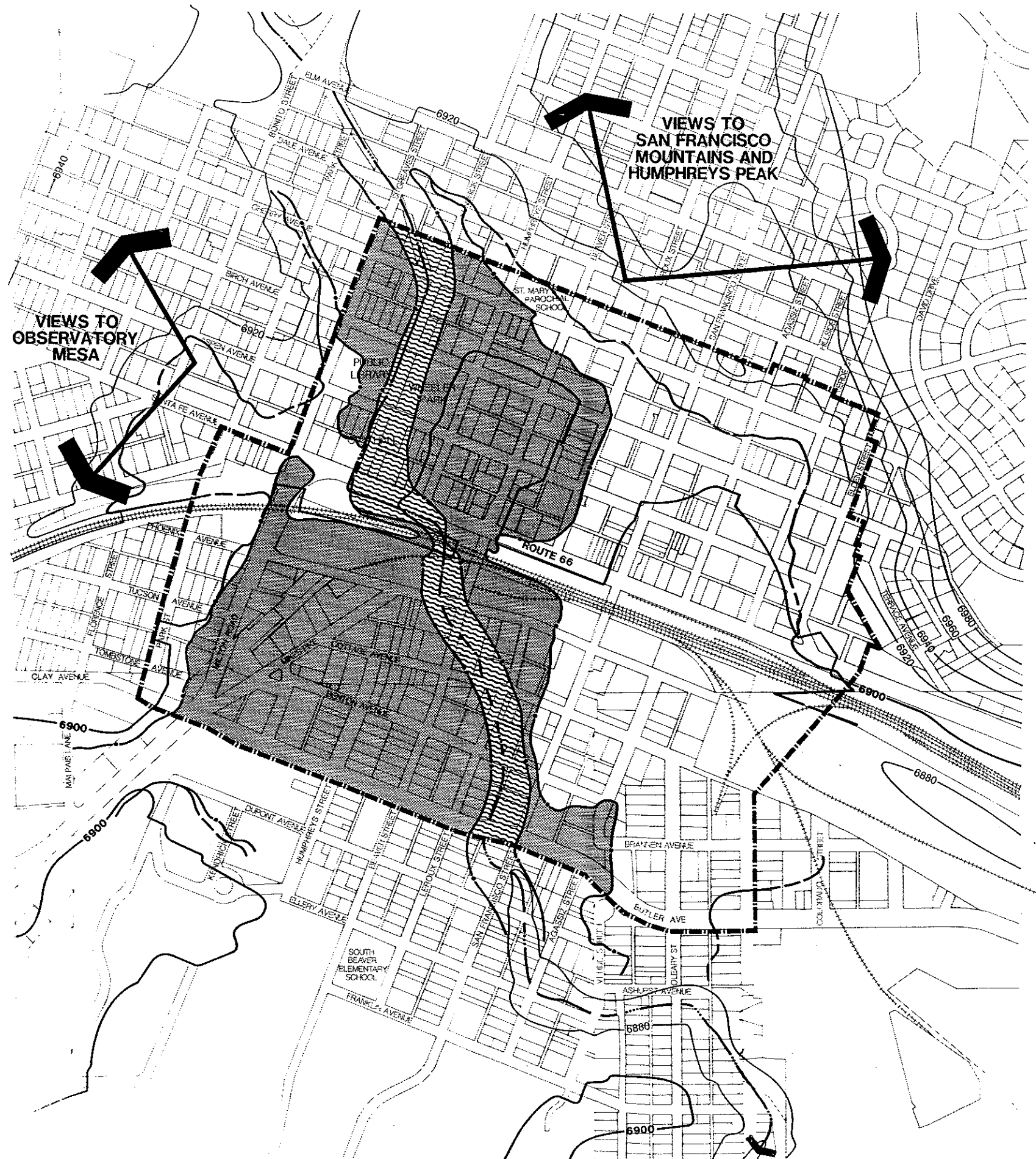
- Finalize reach alternatives;
- Adopt reach alternatives;
- Conduct joint feasibility with the Arizona Department of Water Resources (ADWR);
- Determine Phase I (Reach 3) funding resources; and
- Construct Phase I improvements.

2.1.3 Views and Vistas

The views and vistas of the Redevelopment Area are framed by the surrounding mountains and the existing commercial and residential development. The San Francisco Peaks, Observatory Mesa and Switzer Mesa provide an aesthetic mid-distant terminus for Redevelopment Area viewsheds from the west and east. To the south, the lack of significant topography creates a distant panorama from the southwest to the southeast.

As recommended in the *Downtown Area Plan*, these special view corridors should be preserved through the review of building height, intensity and site planning to preserve the human scale of the Downtown Area. Major public open spaces including Wheeler Park, the Courthouse lawn, the AMTRAK Station, and the proposed Rio Park should be established.

The vistas of the Redevelopment Area are framed by the facade of many architecturally significant structures. The mid-rise scale, lack of setbacks and proximity of mountains creates a human scale which should be enhanced through the design of streetscape improvements and future revitalization and redevelopment activities that will compatibly integrate with the historic character of Downtown Flagstaff.



FLAGSTAFF REDEVELOPMENT AREA DESIGNATION AND REDEVELOPMENT PLAN

CITY OF FLAGSTAFF, ARIZONA

NATURAL RESOURCES

 **TOPOGRAPHY**
(20' CONTOUR INTERVAL)

 **DRAINAGE**
(RIO DE FLAG)

 **DOMINANT VIEW ELEMENTS**

HYDROLOGY

 **FLOODWAY**

 **100 YEAR FLOODPLAIN**

 **500 YEAR FLOODPLAIN**

SOURCE: U.S.G.S., 1983 and BRW, INC., NOVEMBER 1991

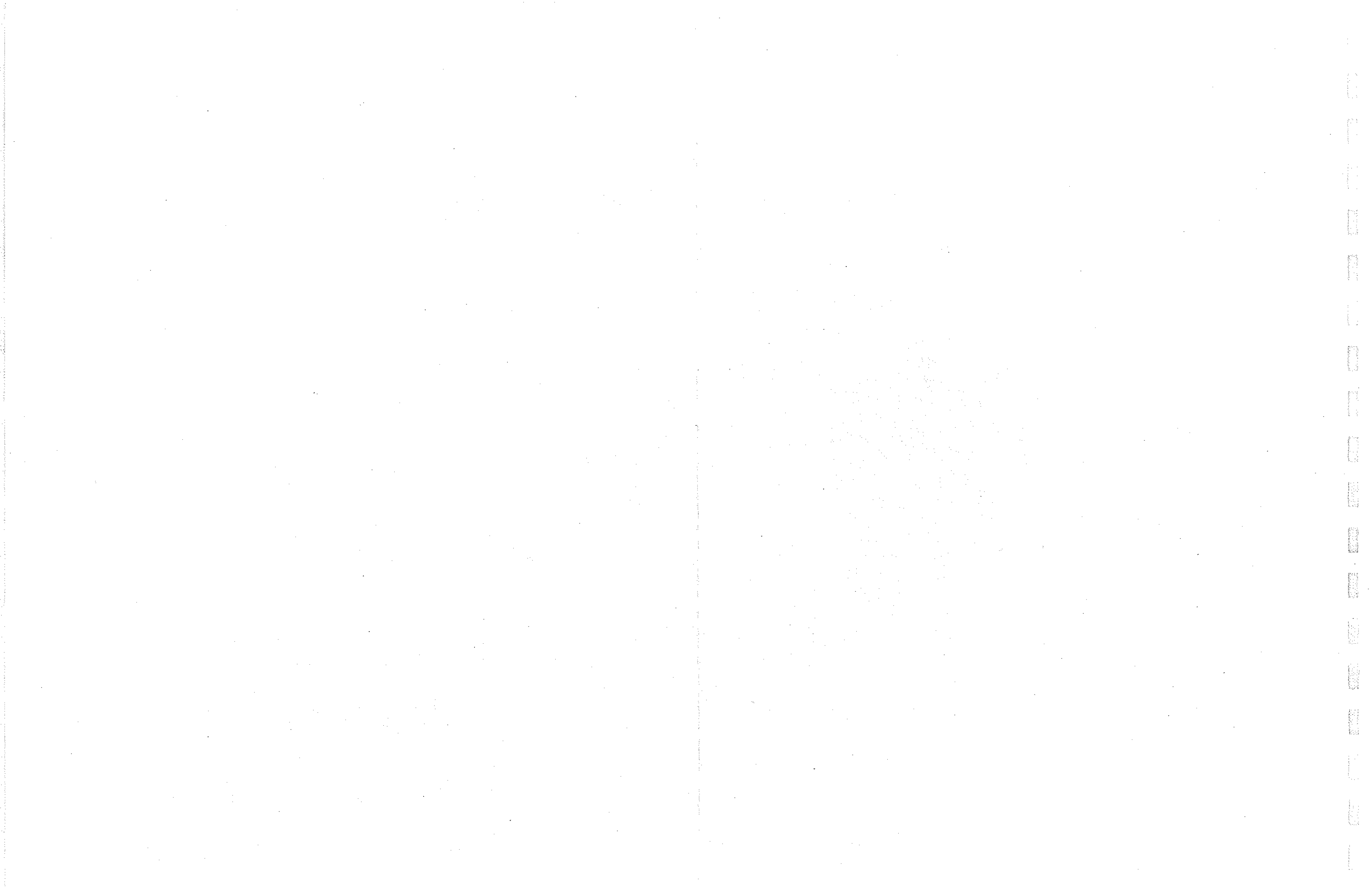
 **REDEVELOPMENT AREA BOUNDARY**



BRW

PLANNING TRANSPORTATION ENGINEERING URBAN DESIGN
BRW, INC. 2700 N. CENTRAL SUITE 1000 PHOENIX, ARIZONA 85004

JUNE 1992



2.1.4 Proposed Environmental Improvements

Proposed improvements that will impact the Redevelopment Area include:

- *Rio De Flag Alternate Study* – The City Capital Improvement Program (CIP) has identified an alternate study to be prepared for the Rio De Flag for Fiscal Year 1992–1993, at a cost of \$10,000, utilizing Highway User Revenue Funds.

2.1.5 Environmental Goals and Policies

In order to provide for the conformance of the Redevelopment Area Plan with the *Growth Management Guide*, the following goals and policies have been excerpted to provide necessary guidelines for plan development. These goals and policies are organized by element and are referenced by the growth management guide policy number.

The goal of the Environmental Element is to maintain a high quality living environment by:

- *Conservation, protection, and enhancement of the natural and man-made non-renewable resources including:*
 - a) *The unique character and visual quality of established neighborhoods, special district, and community landmarks;*
 - b) *The natural environment, including significant hillsides, major drainageways, scenic vistas, forested areas, and wildlife habitat areas.*
 - c) *Protection of life and property from the effects of natural hazards.*
 - d) *Promoting the efficient utilization and protection of the region's air, water, sunlight, and other energy resources.*
 - e) *Promoting good design of the manmade environment.*

In addition to, and in support of the open space/greenbelt policies outlined in the community form sub-element of this plan, the City shall promote the protection of the natural environment within and around the City as outlined in the following:

- a. *The City shall develop plans and programs which carefully manage development on hillsides, ridgelines, and drainage courses in order to reduce adverse impacts and to protect the scenic quality, vegetation, and wildlife values of those areas;*
- b. *Measures shall be taken by the City to preserve existing trees and tree clusters in the development of new areas, in the redevelopment and rehabilitation of older structures and neighborhoods, and in the planning and design of public improvements. (Policy 59)*

Hazardous areas which present danger to life and property from flooding, unstable soils, seismic or subsidence problems, forest fire, steep slopes or similar conditions, shall be identified and development carefully controlled or prohibited in such areas. (Policy 60)

To insure acceptable air quality in the Flagstaff Area, the City shall promote use of public transportation, pollution control measures, stabilization of soils, appropriate monitoring of industrial emissions, and logical land use arrangements. (Policy 61)

In order to improve and protect water quality and quantity in the Flagstaff Area, the City shall continue developing plans, programs, and regulations directed to:

- a. Increase public awareness of techniques of water conservation;*
- b. Identify and protect aquifer and groundwater recharge areas;*
- c. Improve management of industrial and commercial operations to reduce negative impact to water quality and quantity;*
- d. Attract low-water consuming industrial and commercial users;*
- e. Identify principal water source/use alternatives available to the City. (Policy 62)*

In addition to and in support of the land use-related energy conservation policies stated in the land use and circulation elements to this Plan, the City shall consider energy conservation measures such as improved insulation of new and existing structures, clustering of buildings, and the use of alternative energy sources, such as solar and wind power. (Policy 63)

Because the City of Flagstaff consists of several sub-areas that have inter-relationships which must be recognized and maintained for the entire City to retain its quality environment, and remain economically viable, the City shall apply the following policies related to urban design:

- a. Public and private development shall be designed and located in a manner that preserves and enhances desirable features of local and neighborhood areas and promotes their sense of identity.*
- b. The City shall carefully evaluate development regulations to ensure that they adequately account for environmental design considerations, such as, but not limited to, site planning, signing, lighting, noise abatement, and landscaping of developments.*
- c. The development of an urban design plan for City-wide, special district, and project design application should be pursued.*
- d. In order to minimize the impact of necessary utility facilities, the City and local utility firms shall coordinate efforts to reduce the visual impact of utility facilities.*
- e. The principal entryways of the City shall be identified, protected, and enhanced to improve the appearance of the community, convey a strong sense of entry, and efficiently accommodate the traveling public.*
- f. The planning and design of public buildings and facilities should serve as standards of excellence in design and appearance and reflect sensitivity to local architectural styles, preservation of views, topography, and vegetation.*
- g. Public streets should be designed to be visually sensitive and compatible with the areas they pass through and access.*

2.2 Historic and Cultural Resources

The Historic and Cultural Resources section of the Area Assessment is presented in the following six subsections:

- Historic Overview of the Downtown
- Redevelopment Area Architectural Styles
- Historic District Place Listing
- Exterior Building Conditions
- Cultural Resources
- Historic Resources Goals and Policies

2.2.1 Historic Overview of the Downtown

The City of Flagstaff originated in 1882 when the construction of the Atlantic and Pacific Railroad occurred across Northern Arizona. The new railway accessibility facilitated the development of Antelope Spring, located at the base of Mars Hill, and New Town which is the predecessor of Flagstaff. Throughout the 1880's the community economy focused on lumbering, cattle raising and sheepherding which facilitated the relocation of the post office, establishment of a bank and organization of the Odd Fellows and Masons. During this period David Babbitt who, with his brother George, formed the Babbitt Brothers Trading Post, began to buy out some of the existing downtown merchants. During the 1890's, Flagstaff was chosen as the Coconino County Seat (1891), incorporated as a Town (1894), and operated a municipal fire department, water system, telephone and electric service.

Tourism also blossomed during this period as stage line service was initiated between Flagstaff and the Grand Canyon. Other regional destinations included Oak Creek Canyon, Walnut Canyon Cliff Dwellings and the San Francisco Peaks. Cultural development occurring during this period included the Lowell Observatory, located on Mars Hill, and the opening of Flagstaff Normal School (Northern Arizona University).

In the early 20th Century, Flagstaff continued to grow at a steady pace but a prohibition related slump in the early 1920's caused many buildings, especially those located along Railroad Avenue, to deteriorate. To reverse this decline, the community held a competition for the design of the Railroad Depot and constructed a new community sponsored hotel as a result of the designation of the Grand Canyon National Park in 1918. The Railroad Depot competition resulted in the construction of the existing facility at the southern terminus of Leroux Street and Santa Fe Avenue. In 1928, Santa Fe Avenue became part of the Old Trails National Highway which later was designated Route 66. During the 1930's the only building to be constructed included the Post Office, but other existing buildings located along Route 66 were remodeled.

Following the end of the second World War and up until the 1970's, commercial and residential development spread increasingly outward from the Downtown Area along the

Route 66 Corridor which reduced the economic viability of the Downtown Area. In the late 1970's and early 1980's, the City commissioned several historic property studies which produced the formation of several historic districts (i.e., Railroad, Townsite, North End) in the Downtown Area. Most recently historic preservation efforts have rewarded the City with \$3,500 in State Heritage Funds to stabilize the Milligan House and consideration of the First Baptist Church as an Arizona Historic Site. The heightened awareness of the historic treasures located in the City, combined with the location of the Flagstaff Medical Center, City Hall and Public Library have refocused efforts to create a viable mixed use downtown.

2.2.2 Redevelopment Area Architectural Styles

The existing architectural styles of the Redevelopment Area generally include seven types as described below in Table 2.2, *Historic Architectural Styles*.

TABLE 2.2
Historic Architectural Styles

| Style Type | Structure(s) | Location |
|-------------------------------|---|--|
| Victorian | Weatherford Hotel Bank - Hotel Coalter Block Pollock Block | S.W. Cor. Leroux St. and Aspen Ave. N.W. Cor. Leroux St. and Santa Fe Ave. S.E. Cor. Leroux St. and Aspen Ave. East Aspen St. between Leroux and San Francisco Streets |
| Commercial Vernacular | Babbitt Block (Second Post Office) New Babbitt Block Walter-Aubineau Switzer Hardware | 19-25 E. Aspen Avenue 15-17 E. Aspen Avenue Santa Fe/Leroux Avenue 17 N. San Francisco Streets |
| Tudor Revival | Santa Fe RR Depot | Santa Fe Ave. and Leroux St. |
| Neo-Classical Revival | Post Office (Third) | 108 N. San Francisco Street |
| Second Renaissance Revival | Doctor Office Babbitt Dept. Store | 9 N. Leroux Street Aspen Avenue |
| Modern | Vail Building | |
| Spanish Colonial Revival | Monte Vista Hotel | 100 N. San Francisco Street |

Source: Flagstaff Historic Preservation Design Manual, August 1983; Bert L. Bender

2.2.3 Historic District Place Listing

The Redevelopment Area includes portions of two historic districts and one entire historic district that contain nationally registered historic places. The three historic districts include the North End Historic District, the Railroad Addition Historic District, and the Townsite Historic Residential District, as shown on Figure 2-2, *Historic Resources*. The North East Historic District is located to the north and east of the Redevelopment Area and contains three historic structures, as shown on Table 2.3, *North East Historic District Places*. The Railroad Addition Historic District is located entirely within the Redevelopment Area and contains 42 historic structures, as shown on Table 2.4, *Railroad Addition Historic District Places*. The Townsite Historic Residential District is located to the west of the Redevelopment Area and contains 15 historic structures, as shown on Table 2.5, *Townsite Historic Residential District Places*. Additional historic places not contained within a specific district are also located within the Redevelopment Area and include eight structures, as shown in Table 2.6, *Non-Historic District Places*.

TABLE 2.3
North East Historic District Places

| Address | Inventory No. |
|--------------------------|----------------------|
| Cherry Avenue, 16 West | 5-14 |
| Leroux Street, 303 North | 5-12 |
| Leroux Street, 309 North | 5-15 |

Source: Janus Design and the City of Flagstaff, January 1992.

TABLE 2.4
Railroad Addition Historic District Places

| Address | Building/Block Name | Federal Historic Register Listing |
|---------------------------------|----------------------------------|--|
| Agassiz Street, 15 North | Waldhaus Garage | FHR 145 |
| Aspen Avenue, 1 East | Coalter Block | FHR 109 |
| Aspen Avenue, 3 thru 11 East | Pollock Block | FHR 113 |
| Aspen Avenue, 15 and 17 East | "New" Babbitt Block | FHR 124 |
| Aspen Avenue, 19 thru 23 East | Second Post Office | FHR 120 |
| Aspen Avenue, 111 East | Coconino Sun Building | FHR 123 |
| Aspen Avenue, 113 East | Bikker Office | FHR 112 |
| Aspen Avenue, 117 East | Bikker Building | FHR 143 |
| Aspen Avenue, 119 thru 127 East | Burrus Building | FHR 122 |
| Beaver Street, 24 South | Central Commercial Co. Warehouse | FHR 18-18-102 |
| Birch Avenue, 107 East | Masonic Temple | FHR 102 |
| Leroux Street, 9 North | Dr. Raymond's Office | FHR 104 |

TABLE 2.4 (continued)
Railroad Addition Historic District Places

| Address | Building/Block Name | Federal Historic Register Listing |
|-------------------------------------|----------------------------------|--|
| Leroux Street, 15 North | Loy Building | FHR 129 |
| Leroux Street, 18 North | Longley Building | FHR 128 |
| Leroux Street, 20 North | Mayflower Building | FHR 130 |
| Leroux Street, 23 North | Weatherford Hotel | FHR 103 |
| Phoenix Avenue, 15-19 East | Coconino Apartments | FHR 12-23 |
| Phoenix Avenue, 7 West | Hicks Lodging House | FHR 11-3 |
| Phoenix Avenue, 9 West | Hicks Hotel/St. Anne Apartments | FHR 11-2 |
| Phoenix Avenue, 19 West | De Beau Motel | FHR 11-1 |
| San Francisco Street, 1 North | Vail Building | FHR 138 |
| San Francisco Street, 6-10 North | Babbitt Office Building | FHR 116 |
| San Francisco Street, 16 & 18 North | Herman Building | FHR 118 |
| San Francisco Street, 13 & 15 North | Nackard Building | FHR 117 |
| San Francisco Street, 17 North | Switzer's Hardware | FHR 106 |
| San Francisco Street, 20 & 22 North | Rickel and Brooks Building | FHR 144 |
| San Francisco Street, 24 North | Elks Hall | FHR 119 |
| San Francisco Street, 19 South | Downtowner Motel | FHR 12-28 |
| San Francisco Street, 23 South | Flagstaff Lumber Co. Warehouse | FHR 18-18-104 |
| San Francisco Street, 23 South | J.D. Halstead Lumber Co. | FHR 18-18-105 |
| San Francisco Street, 100 North | Monte Vista Hotel | FHR 101 |
| San Francisco Street, 105-108 North | Third Post Office | FHR 107 |
| San Francisco Street, 114 North | Federal Building | FHR 108 |
| San Francisco Street, 121 North | Babbitt Brothers Garage | FHR 121 |
| Santa Fe Avenue, 1 East | Santa Fe Passenger Depot | FHR 150 |
| Santa Fe Avenue, 2 East | Aubineau Building | FHR 126 |
| Santa Fe Avenue, 10 East | Navajo-Hopi Trading Co. Building | FHR 133 |
| Santa Fe Avenue, 101 East | Santa Fe Freight Depot | FHR 149 |
| Santa Fe Avenue, 102 East | Brannen/Babbitt Block | FHR 114 |
| Santa Fe Avenue, 104 East | Nackard's New York Market | FHR 139 |
| Santa Fe Avenue, 108 East | Brannen/Nackard Building | FHR 140 |
| Santa Fe Avenue, 2 West | Bank Hotel | FHR 105 |

Source: City of Flagstaff, January 1992.

TABLE 2.5
Townsite Historic Residential District Places

| Address | Inventory No. |
|----------------------------------|----------------------|
| Aspen Avenue, 323 West | 7-24 |
| Birch Avenue, 220 West | 5-2 |
| Birch Avenue, 310 West | 4-2 |
| Birch Avenue, 314 West | 4-3 |
| Birch Avenue, 324 West | 4-6 |
| Cherry Avenue, 205 West | 5-7 |
| Cherry Avenue, 207-211 West | 5-6 |
| Cherry Avenue, 216 West | 5-18 |
| Cherry Avenue, 223 West | 5-4 |
| Cherry Avenue, 315 West | 4-22 |
| Cherry Avenue, 320 West | 4-26 |
| Humphreys Street, 309 North | 5-17 |
| Kendrick Street, 305 North | 4-24 |
| Sitgreaves Street, 214-216 North | 4-19 |
| Sitgreaves Street, 220-224 North | 4-21 |

Source: City of Flagstaff, January 1992.

TABLE 2.6
Non-Historic District Places

| Address | Inventory No. |
|---------------------------------|----------------------|
| Beaver Street, 24 South | 18-18-102 |
| Cherry Avenue, 15 East | 6-40 |
| Cottage Avenue, 209 East | 12-43 |
| Leroux Street, 215 North | 5-11 |
| Mikes Pike, 204 South | 11-47 |
| San Francisco Street, 217 South | 12-5 |
| Verde Street, 4 North | 6-15 |
| Verde Street, 12 North | 6-17 |

City of Flagstaff, January 1992.

2.2.4 Exterior Building Conditions

Exterior Building Conditions of the Redevelopment Area are described in terms of the methodology to classify the condition of existing buildings and the analysis of identified structures.

a) *Building Conditions Rating Methodology*

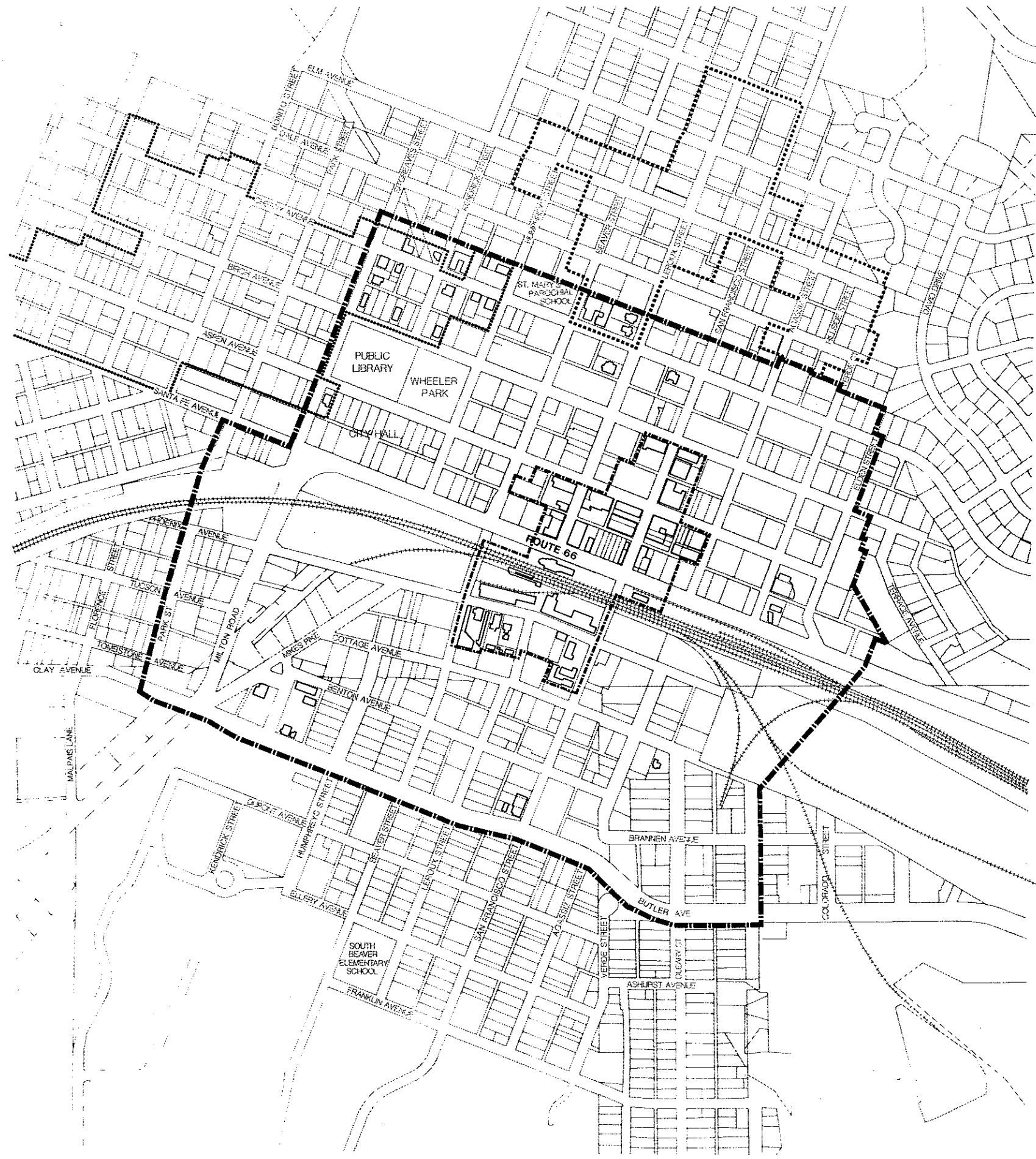
In an effort to assist in determining the extent of slum and blight that exists in the Redevelopment Area, an evaluation of existing exterior building conditions was conducted in August 1991. The evaluation of each structure included the assessment of building foundation, exterior walls and wall structure, building openings (doors and windows), roof and roof structure, building systems (i.e., mechanical and electrical component condition). These exterior structural components were assessed on the basis of major (i.e., replacement due to long term deterioration) or minor (i.e., renovation due to short term deterioration) rehabilitation. The rating methodology was based on the definition of three building condition categories. The assessment also included the sites of public and private parking lots and vacant land. Each of the three building condition categories is summarized below:

- **Stable:** All exterior building elements are structurally sound, but limited exterior maintenance may also be warranted.
- **Rehabilitation:** Most exterior building elements are structurally adequate, but could require maintenance for up to one major and several minor building components.
- **Deteriorated:** Most exterior building elements are structurally inadequate and could require maintenance for more than one major and several minor building components.

b) *Building Conditions Analysis*

The results of the building conditions analysis illustrate that the northern half of the Redevelopment Area is generally classified within the rehabilitation stage while the southern half of the Redevelopment Area is generally in deteriorated condition as shown on Figure 2-3, *Building Conditions*. For the northern half of the Redevelopment Area, stable building conditions represent approximately 30 percent of the area and exist in a scattered pattern. Stable structures include a mix of single-family, commercial, office and public/semi-public structures. Rehabilitation conditions represent approximately 46 percent of the area and exist between Aspen Avenue and Route 66. Rehabilitation conditions generally include commercial and office structures. Deteriorated conditions represent approximately seven percent of the northern area and exist in a scattered arrangement. Deteriorated structures include four residential and six employment related structures. Parking lot and vacant parcels represent approximately 17 percent of the northern area.





For the southern half of the Redevelopment Area, the condition of existing structures dramatically declines compared to the northern area. Stable building conditions only exist



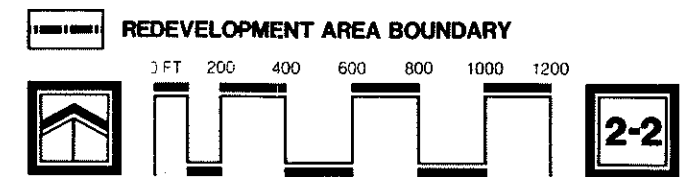
FLAGSTAFF REDEVELOPMENT AREA DESIGNATION AND REDEVELOPMENT PLAN

CITY OF FLAGSTAFF, ARIZONA

HISTORIC RESOURCES

-  NORTH EAST HISTORICAL RESIDENTIAL DISTRICT
-  RAILROAD ADDITION HISTORIC DISTRICT AND EXTENSION
-  FLAGSTAFF TOWNSITE HISTORIC RESIDENTIAL DISTRICT
-  HISTORIC PROPERTIES (INDIVIDUALLY LISTED)

SOURCE: JANUS AND ASSOCIATES, JUNE 1985
CITY OF FLAGSTAFF, SEPTEMBER 1991



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JUNE 1992



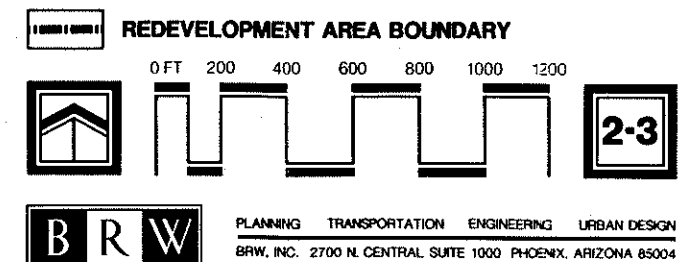
FLAGSTAFF REDEVELOPMENT AREA DESIGNATION AND REDEVELOPMENT PLAN

CITY OF FLAGSTAFF, ARIZONA

BUILDING CONDITIONS

- S** **STABLE**
(STRUCTURALLY SOUND, MINOR EXTERIOR MAINTENANCE)
- R** **REHABILITATION**
(STRUCTURALLY ADEQUATE, ONE MAJOR EXTERIOR REPAIR)
- D** **DETERIORATED**
(STRUCTURALLY UNSOUND, MORE THAN ONE MAJOR EXTERIOR REPAIR)
- PL** **PARKING LOT**
(PUBLIC AND PRIVATE)
- V** **VACANT**

SOURCE: BRW, INC.; AUGUST 1991



JUNE 1992

in five areas and comprise less than one percent of the area. Stable structures are scattered throughout the area and include residential, commercial and public/semi-public uses. Rehabilitation building conditions comprise approximately 28 percent of the area. Rehabilitation structures are scattered throughout the Redevelopment Area, but are concentrated along Sitgreaves Street and Mikes Pike and generally include both residential and commercial structures. Deteriorated structures include approximately 58 percent of the southern area and are heavily concentrated between San Francisco and Elden Streets. Deteriorated structures generally are limited to residential and retail commercial uses. Parking lot and vacant parcels represent approximately 13 percent of the southern area.

In summary, approximately 13 percent of the entire Redevelopment Area is classified as stable with the majority of structures dedicated to public/semi-public use. Approximately 33 percent of the existing structures are classified for rehabilitation with commercial structures providing the majority land use within this category. For deteriorated conditions, approximately 31 percent of the existing structures are classified as requiring extensive rehabilitation efforts with the majority of the structures classified as residential. Parking lot and vacant areas represent 23 percent of the entire Redevelopment Area.

2.2.5 Cultural Resources

The existing Cultural Resources of the City include the following eight major activities as described below:

- ***Flagstaff Festival of the Arts***

For more than 25 years, this cultural festival has been held from July through mid-August and includes performances in music, theatre, dance, film, poetry and art.

- ***Coconino Center for the Arts***

The center features both regional artists and travelling exhibits in the gallery and auditorium performances, and is located on Highway 180.

- ***Flagstaff Symphony***

The symphony season extends from September through April with nationally and internationally recognized artists appearing for pops and symphonic concerts.

- ***Museum of Northern Arizona***

This museum specializes in the geological and cultural history of the Colorado Plateau and is located north of the City on Highway 180, staging major exhibitions throughout the year.

- ***Arizona Historical Society/Pioneer Museum***

This museum contains buildings and many historical items tracing back to the early development of the City and region. The museum is located adjacent to the Coconino Center for the Arts.

- ***The Arboretum at Flagstaff***

The arboretum is the center for plant research and offers tours of native, exotic and experimental vegetation. The facility is located on Woody Mountain Road approximately five miles south of the City.

- ***Elden Pueblo***

Located at the base of Mt. Elden, this site has yielded many Native American artifacts which date back approximately 800 years.

- ***Lowell Observatory***

The Lowell Observatory is located west of the Downtown Area. The planet Pluto was discovered at this site in 1930, through the 24-inch Clark Refractor Telescope, and its founder, Percival Lowell, is also buried here.

- ***Riordan State Historic Park***

Riordan State Historic Park is located south of the Downtown Area and takes visitors back in time to the "Kinlichee", which means "Red House" in Navajo. The 13,000 square foot mansion, complete with original furnishings, period antiques and personal items, was the home of Michael and Timothy Riordan in 1904 and is the State's finest example of Craftsman style architecture.

2.2.6 Historic Resources Goals and Policies

In order to provide for the conformance of the Redevelopment Area Plan with the *Growth Management Guide*, the following goals and policies have been excerpted to provide necessary guidelines for plan development. These goals and policies are organized by element and are referenced by growth management guide policy number.

The goal of the Environmental Element is to maintain a high quality living environment by:

- *Conservation, protection, and enhancement of the natural and man-made non-renewable resources including:*
 - a) *significant historic, architectural, and archaeological structures or sites;*

The City shall encourage preservation of significant historical, architectural, or archaeological structures, areas, objectives, and sites through restoration or adaptive reuse, as links between past, present and future generations. (Policy 57)

2.3 General Planning, Land Use, and Zoning

The General Planning, Land Use and Zoning section of the Area Assessment is presented in the following six subsections:

- General Land Use Planning
- Existing Land Use
- Existing Zoning
- General Planning, Land Use and Zoning Comparison
- Major Land Ownership
- Land Use Goals and Policies

2.3.1 General Land Use Planning

General land use planning for the Redevelopment Area is regulated by the *Growth Management Guide* which was adopted on 7 April 1987, as shown on Figure 2-4. The *Growth Management Guide* recommends a variety of land uses that include:

- Medium Density Residential
- Regional Commercial
- Heavy Industrial
- Public/Semi-Public
- Park

a) *Medium Density Residential*

Medium Density Residential includes residential product types developed at densities ranging from six to twelve dwelling units per acre (net) and is located in six designated areas within the Redevelopment Area. Existing medium density development includes duplexes, moderate density apartments, attached housing and mature single-family residential areas developed on 25 foot wide lots. Future compatible infill or redevelopment could include single-family residential, duplexes, clustered townhouses and low-rise apartment houses with adjacent churches, parks and schools. The six designated areas recommended for medium density development comprise 50.0 acres or approximately 27 percent of the Redevelopment Area, as shown in Table 2.7, *General Land Use Planning*. Two areas, comprising approximately 11.5 acres, are located at the northwest and northeast corners of the Redevelopment Area, and the remaining four parcels comprising 38.5 acres are located south of the Atchison, Topeka and Santa Fe (AT&SF) railroad tracks. For the two northern designated areas, medium density residential is recommended, based upon the presence of historically significant housing and the existence of stable neighborhoods. For the four southern areas, medium density is recommended to retain an adequate mix of proximate residential areas to serve adjacent commercial areas and offer housing opportunities for Northern Arizona University (NAU) students.

b) Regional Commercial

Regional commercial includes community-wide or regional commercial uses as shown on Figure 2-4, *Growth Management Guide*. Regional Commercial includes all commercial and service uses that have a community-wide or regional market, which also includes all tourism and travel activities. Regional commercial uses comprise 107 acres or approximately 59 percent of the Redevelopment Area, as shown in Table 2.7, *General Land Use Planning*. For the northern half of the Redevelopment Area, regional commercial is recommended based on the location of the historic downtown of the City and its continued expansion. For the southern half of the Redevelopment Area, regional commercial is recommended for the railroad area, located between Route 66 and Phoenix Avenue, as well as the Sitgreaves, Beaver and San Francisco Street Corridors to provide retail and service commercial opportunities and to buffer vehicular noise from residential neighborhoods.

c) Heavy Industrial

Heavy industrial includes hazardous, offensive, obnoxious or unsightly manufacturing uses. Heavy industrial use is contained within one area located between Route 66 and Cottage Avenue, east of San Francisco Street. The designated area comprises 8.5 acres or approximately four percent of the Redevelopment Area, as shown in Table 2.7, *General Land Use Planning*. The City may want to re-evaluate this designation in the future based upon the land uses recommended in the Redevelopment Area Plan and how the Plan addresses the adjacent medium density residential area.

d) Public/Semi-Public

Public/semi-public includes government, education, utilities and institutions. Public/semi-public uses are contained on one area which includes City Hall, the Flagstaff Public Library and Wheeler Park. The area is located between Birch and Route 66, west of Humphreys Street and includes 9.4 acres or approximately five percent of the Redevelopment Area, as shown in Table 2.7, *General Land Use Planning*. This area provides a good buffer between the commercial area located to the east and the medium density residential area located to the west, and outside of, the Redevelopment Area.

e) Park

The park category includes areas where public parks are recommended to serve adjacent private and public sector uses. The area designated for park use is located at the southeast corner of Sitgreaves Street and Route 66. This area contains 5.1 acres or approximately two percent of the Redevelopment Area, as shown in Table 2.7, *General Land Use Planning*. The central location of the park and its amenities creates a well utilized recreation area in the heart of the City.

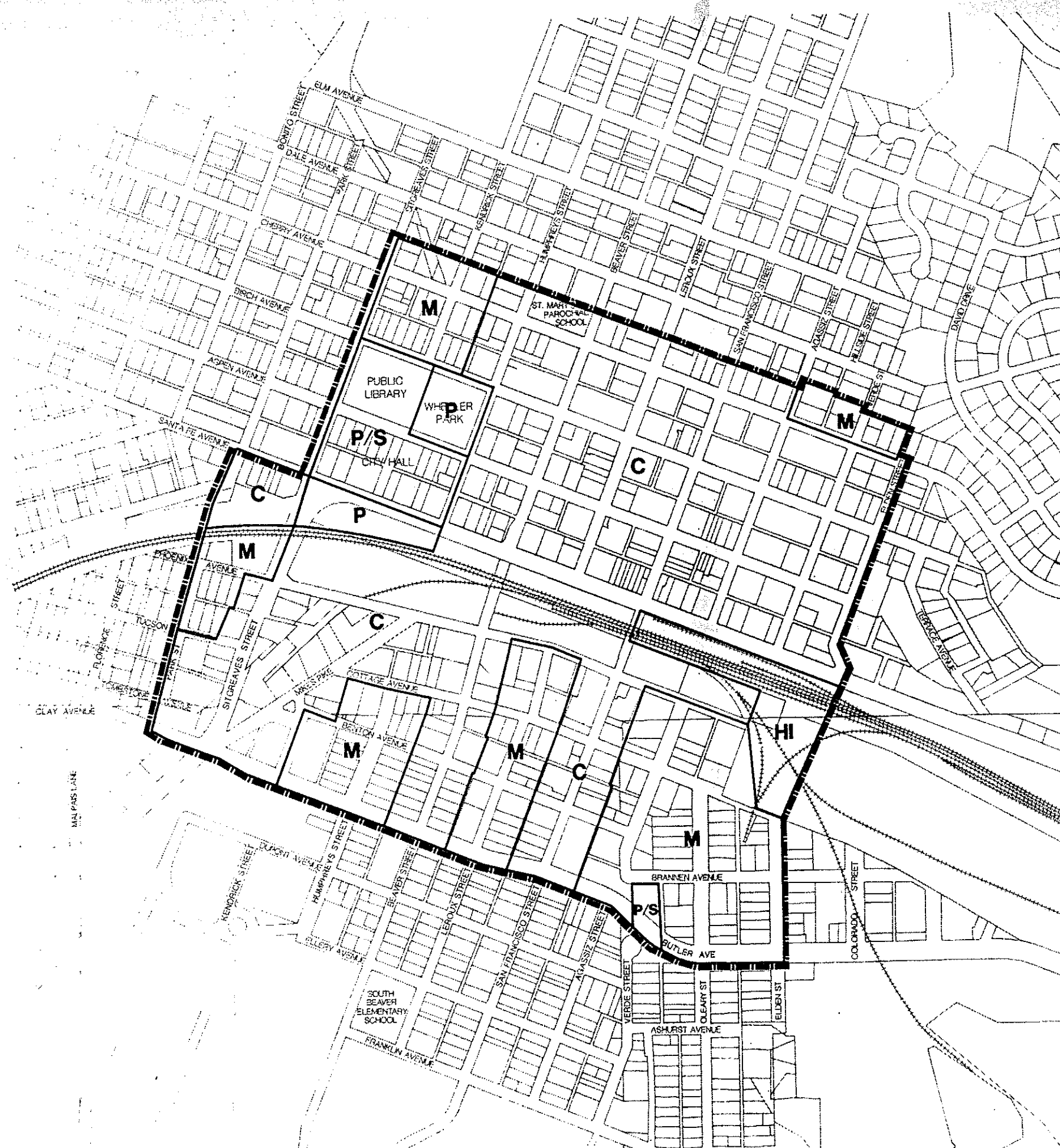
FLAGSTAFF REDEVELOPMENT AREA DESIGNATION AND REDEVELOPMENT PLAN

CITY OF FLAGSTAFF, ARIZONA

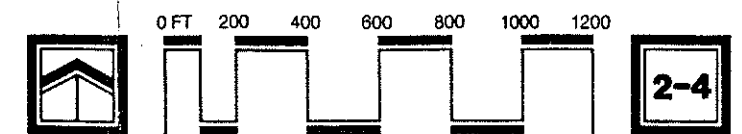
GROWTH MANAGEMENT GUIDE

- M** MEDIUM DENSITY RESIDENTIAL
(6-12 UNITS/ACRE NET)
- C** REGIONAL COMMERCIAL
(COMMUNITY WIDE OR REGIONAL COMMERCIAL USES)
- HI** HEAVY INDUSTRIAL
(HAZARDOUS, OFFENSIVE, OBNOXIOUS OR UNSIGHTLY USES)
- P/S** PUBLIC/SEMI-PUBLIC
(GOVERNMENT, EDUCATION, UTILITIES AND INSTITUTIONS)
- P** PARK
(WHEELER PARK)

SOURCE: GROWTH MANAGEMENT GUIDE 2000; APRIL 1987



 REDEVELOPMENT AREA BOUNDARY



BRW PLANNING TRANSPORTATION ENGINEERING URBAN DESIGN
BRW, INC. 2700 N. CENTRAL SUITE 1000 PHOENIX, ARIZONA 85004

23 JANUARY 1992

TABLE 2.7
General Land Use Planning

| Land Use Type | Acreage | Percent |
|----------------------------|----------------|----------------|
| Medium Density Residential | 50.0 | 27.8 |
| Regional Commercial | 107.0 | 59.4 |
| Heavy Industrial | 8.5 | 4.7 |
| Public/Semi-Public | 9.4 | 5.2 |
| Park | 5.1 | 2.9 |
| Total | 180.0 | 100.0 |

Source: *Growth Management Guide 2000*; April 1987.

2.3.2 Existing Land Use

Existing Land Use for the Redevelopment Area includes eight categories which were mapped utilizing aerial photography and field survey in August 1991 as shown on Figure 2-5, *Existing Land Use*, and Table 2.8, *Existing Land Use Acreage*.

- Single-Family Residential
- Multi-Family Residential
- Retail Commercial
- Heavy Commercial
- Office
- Public/Semi-Public
- Park/Open Space
- Vacant

a) *Single-Family Residential*

Single-Family Residential includes single-family detached residential types which are generally scattered in the central portion of the Redevelopment Area but become more dense toward the perimeter. Single-family residential uses comprise 17.4 acres or approximately 15 percent of the Redevelopment Area. Many of these structures are historically significant and have been nominated and included on the National Register.

TABLE 2.8
Existing Land Use Acreage

| Land Use Type | Acreage | Percent |
|--|----------------|----------------|
| Single-Family Residential | 17.4 | 14.7 |
| Single-Family Residential/Multi-Family Residential | 0.5 | 0.4 |
| Multi-Family Residential | 9.3 | 4.0 |
| Multi-Family Residential/Retail Commercial | 4.7 | 7.9 |
| Retail Commercial | 13.9 | 3.0 |
| Retail Commercial/Office | 3.5 | 11.8 |
| Heavy Commercial | 20.5 | 17.3 |
| Office | 11.7 | 10.0 |
| Office/Public/Semi-Public | 0.5 | 0.4 |
| Public/Semi-Public | 21.9 | 18.6 |
| Parks/Open Space | 2.3 | 1.9 |
| Vacant | 11.7 | 10.0 |
| Subtotal | 117.9 | 100.0 |
| Roads and Alleys | 62.1 | - |
| TOTAL | 180.0 | 100.0 |

Source: BRW, Inc., June 1992

b) Multi-Family Residential

Multi-Family Residential includes both duplexes and apartments which are scattered throughout the Redevelopment Area but also are concentrated between Cottage and Butler Avenues to capitalize on the close proximity to NAU. Multi-family residential uses comprise 7.9 acres or approximately eight percent of the Redevelopment Area. A majority of these parcels contain fewer than 25 units and are in need of moderate to extensive exterior structural repairs.

c) Retail Commercial

Retail Commercial includes retail services, restaurants, hotels and motels which are generally contained between Aspen and Cottage Avenues and also includes the Sitgreaves Street Corridor. Retail commercial uses comprise 13.9 acres or approximately 12 percent of the Redevelopment Area. The highest concentration of these uses exist along Aspen Avenue and Route 66, which should be further perpetuated to strengthen an effective east-west retail spine through the northern Redevelopment Area.

FLAGSTAFF REDEVELOPMENT AREA DESIGNATION AND REDEVELOPMENT PLAN

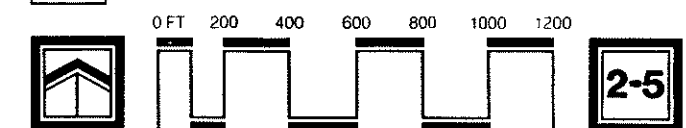
CITY OF FLAGSTAFF, ARIZONA

EXISTING LAND USE

- SFR** SINGLE FAMILY RESIDENTIAL
(SINGLE FAMILY DETACHED)
- MFR** MULTI-FAMILY RESIDENTIAL
(DUPLEXES, APARTMENTS)
- RC** RETAIL COMMERCIAL
(RETAIL SERVICES, RESTAURANTS, HOTELS, MOTELS)
- HC** HEAVY COMMERCIAL
(HARDWARE, BUILDING MATERIALS, SERVICE STATIONS,
AUTO REPAIR, DRY CLEANERS)
- O** OFFICE
(FINANCE, INSURANCE, REAL ESTATE)
- P/SP** PUBLIC/SEMI-PUBLIC
(GOVERNMENT, PARKING, CHURCHES, FRATERNAL/
SERVICE ORGANIZATIONS)
- P/OS** PARKS/OPEN SPACE
(WHEELER PARK, RIO DE FLAG)
- V** VACANT

SOURCE: BRW, INC., AUGUST 1991

 REDEVELOPMENT AREA BOUNDARY



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JUNE 1992



d) Heavy Commercial

Heavy Commercial includes hardware, building materials, service stations, auto repair and dry cleaners, which are generally located south of the AT&SF Railroad Tracks with the exception of two blocks fronting Route 66 and bisected by Verde Street. Heavy commercial uses comprise 20.5 acres or approximately 17 percent of the Redevelopment Area. A heavy concentration of commercial uses exists along Phoenix Avenue within the Redevelopment Area.

e) Office

Office uses generally include finance, insurance and real estate (FIRE) which are generally located in the northern half of the Redevelopment Area due to the fact that this area also contains the county and city governmental facilities and is the historic downtown of Flagstaff. Office use comprises 11.7 acres or approximately 10 percent of the Redevelopment Area. The highest concentration of office use exists along both sides of Birch Avenue which creates another strong east-west linkage within the northern half of the Redevelopment Area.

f) Public/Semi-Public

Public/Semi-Public uses include government parking, churches and fraternal/service organizations which are generally located in the northern half of the Redevelopment Area due to the location of existing city and county governmental facilities and ancillary uses. Public/Semi-Public uses comprise 21.9 acres or approximately 19 percent of the Redevelopment Area. Although a few scattered parcels exist in the southern half, most are dedicated to church or non-profit (i.e., Goodwill Industries) use.

g) Park/Open Space

Park/Open Space uses comprise 2.3 acres or approximately two percent of the Redevelopment Area. Existing uses include Wheeler Park and the Rio De Flag which are located in the northern half of the Redevelopment Area. The Rio De Flag also transports surface water through the southern half of the area. Although the Rio De Flag is overgrown with vegetation and has been channelized in some places, this natural drainageway could be improved to mitigate flooding potential and developed as a pedestrian and tourist amenity through the Redevelopment Area.

h) Vacant

Vacant land includes all parcels that do not contain a structure at the present time and are generally located in the southern half of the Redevelopment Area. Vacant land comprises 11.7 acres or approximately 10 percent of the Redevelopment Area. The location of vacant land in the southern half of the Redevelopment Area is generally not concentrated within any location to provide opportunities for potential parcel assemblage for large scale (i.e., ten to twenty acre) high density residential or employment projects.

2.3.3 Existing Zoning

Existing zoning for the Redevelopment Area is contained within four categories of the City's *Land Development Code* as shown on Figure 2-6, *Existing Zoning*, and Table 2.9, *Existing Zoning Acreage*. These four residential, commercial, industrial and open space categories include the following eight districts:

- One and Two Family Residential
- Multiple Family Residential
- Community Commercial
- Highway Commercial
- Commercial Service
- Central Business
- Restricted Industrial
- Public Lands Open Space

a) *One and Two Family Residential District, RM-L-E*

The One and Two Family Residential District is contained in one area located at the northeast corner of Agassiz Street and Cherry Avenue. The area includes 2.2 acres and comprises approximately one percent of the Redevelopment Area. The existing land use pattern contained within the boundaries of this district generally includes single-family residential which could be substantially intensified under this existing zoning designation.

b) *Multiple Family Residential District, RM-M-E*

The Multiple Family Residential District is contained in three separate areas, comprising 28.9 acres or approximately 16 percent of the Redevelopment Area, all of which are located south of Santa Fe Avenue. The first area, located on the west side of Sitgreaves Street, includes 4.2 acres and is presently developed as single-family residential which could be substantially increased under the existing zoning designation to provide an appropriate buffer between the commercial uses fronting Sitgreaves Street and the existing single-family neighborhood located on the west side of Park Street. The second area, located south of Cottage Avenue between Kendrick and Beaver Streets includes 6.3 acres and is presently developed as single-family and public/semi-public uses. It is recommended that this area be retained as single-family residential based on its proximity to NAU and its adjacency to Our Lady of Guadalupe Catholic Church. The third area, located southeast of Phoenix Avenue and Agassiz Street contains 18.4 acres and generally includes a mix of single and multi-family uses. Although more intensive residential use is permitted on this parcel, the adjacency of industrially zoned land, the need for affordable housing and arterial road buffering (Butler Avenue) could determine the appropriate land use transition of this parcel.

FLAGSTAFF REDEVELOPMENT AREA DESIGNATION AND REDEVELOPMENT PLAN

CITY OF FLAGSTAFF, ARIZONA

EXISTING ZONING

RESIDENTIAL DISTRICTS

RM-L-E ONE AND TWO FAMILY RESIDENTIAL
DISTRICT-ESTABLISHED
(MEDIUM DENSITY RESIDENTIAL - 14 DU/AC)

RM-M-E MULTIPLE FAMILY RESIDENTIAL
DISTRICT-ESTABLISHED
(MEDIUM AND HIGH DENSITY RESIDENTIAL - 14-29 DU/AC)

COMMERCIAL DISTRICTS

C-2-E COMMUNITY COMMERCIAL
DISTRICT-ESTABLISHED
(RETAIL TRADE, INCIDENTAL MANUFACTURING,
BED AND BREAKFAST)

C-3-E HIGHWAY COMMERCIAL
DISTRICT-ESTABLISHED
(RETAIL TRADE, AUTOMOBILE RELATED, LODGING AND BARS,
INCIDENTAL MANUFACTURING)

C-4-E COMMERCIAL SERVICE
DISTRICT-ESTABLISHED
(RETAIL TRADE, AUTOMOBILE RELATED, OUTDOOR SALES,
WHOLESALE DISTRIBUTION)

C-5-E CENTRAL BUSINESS DISTRICT-ESTABLISHED
(RETAIL TRADE, INCIDENTAL MANUFACTURING,
LODGING, PARKING FACILITIES)

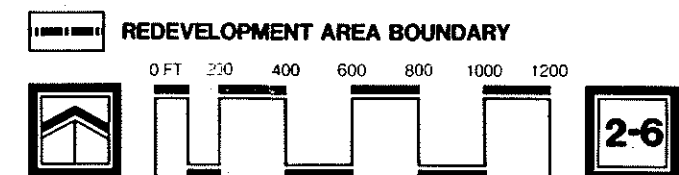
INDUSTRIAL AND FACILITY DISTRICTS

I-1-E RESTRICTED INDUSTRIAL
DISTRICT-ESTABLISHED
(MAJOR AUTOMOTIVE REPAIR, OUTDOOR STORAGE,
MANUFACTURING AND ASSEMBLY)

RURAL/OPEN SPACE/PUBLIC LANDS DISTRICTS

PL-O-E PUBLIC LANDS OPEN SPACE
DISTRICT-ESTABLISHED
(PARKS, OPEN SPACE, PUBLIC RECREATION AND
EDUCATION, MUNICIPAL FACILITIES, AIRPORTS)

SOURCE: CITY OF FLAGSTAFF EXISTING ZONING MAPS, APRIL 1991



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JUNE 1992

c) *Community Commercial District, C-2-E*

The Community Commercial District is contained in two areas that comprise 35.2 acres or approximately 19 percent of the Redevelopment Area. A partial listing of permitted uses includes retail trade, incidental manufacturing and bed and breakfast establishments. The first area, containing approximately 10.8 acres, is located along the northern border of the Redevelopment Area from Sitgreaves to Agassiz Streets, and includes the adjacent block west of Kendrick Street. Although this area presently contains a mix of residential, commercial and public/semi-public uses, its proximity to City Hall and Downtown will continue the transition to residential scale office and retail service uses. The second area, containing approximately 24.4 acres, is centralized in the southern half of the Redevelopment Area between Phoenix and Butler Avenues. Although this area includes residential, commercial, and office uses, it is recommended that a mix of medium and high density residential uses (even though they are conditional uses) and commercial and retail uses be evaluated for this area due to its proximity to NAU and adjacency of existing commercial services.

TABLE 2.9
Existing Zoning Acreage

| Existing Zoning District | Classification | Acreage | Percent |
|---|----------------|--------------|--------------|
| One and Two Family Residential District-Established | RM-L-E | 2.2 | 1.2 |
| Multiple Family Residential District-Established | RM-M-E | 28.9 | 16.1 |
| Community Commercial District-Established | C-2-E | 35.2 | 19.6 |
| Highway Commercial District-Established | C-3-E | 29.1 | 16.2 |
| Commercial Service District-Established | C-4-E | 19.2 | 10.7 |
| Central Business District-Established | C-5-E | 50.5 | 28.1 |
| Restricted Industrial District-Established | I-1-E | 4.0 | 2.3 |
| Public Lands Open Space District-Established | PL-O-E | 10.4 | 5.8 |
| TOTAL | | 180.0 | 100.0 |

Source: City of Flagstaff; April 1991.

d) Highway Commercial District, C-3-E

The Highway Commercial District is contained on two areas within the Redevelopment Area and comprises 29.1 acres or approximately 16 percent of the land area. A partial listing of permitted uses includes retail trade, automobile related, lodging and bars and incidental manufacturing. The first area, containing approximately 17.0 acres, extends from Sitgreaves Avenue to Elden Street between Route 66 and the AT&SF railroad tracks. This area has historically been utilized by the railroad, but now also contains the City Chamber of Commerce Building. Although the AT&SF Railroad owns nearly all of this acreage, the City should continue to investigate the feasibility of historic/cultural uses and public park and parking opportunities. These proposed uses should also be evaluated for their impact to the level of service on Route 66 in terms of traffic generation and left/right turning movements. The second area, containing approximately 10.4 acres, is located within the Sitgreaves Street Corridor, between Phoenix and Butler Avenues. This area, which has been developed as a mix of commercial uses that range from service stations to motels, is consistent with the existing zoning. Although in zoning conformance, the uses contained within this area suffer from their adjacency to the commercial service district (C-4-E) and fail to establish a sense of entry and positive image for the Downtown Area.

e) Commercial Service District, C-4-E

The Commercial Service District is contained in one area of the Redevelopment Area and comprises 19.2 acres or approximately 10 percent of the land area. A partial listing of permitted uses includes retail trade, automobile related outdoor sales and wholesale distribution. The district is located between the AT&SF railroad tracks and Phoenix Avenue and extends south along Mikes Pike. This area is characterized by heavy commercial uses which utilize outdoor sales or chemical processes to produce or sell commercial goods. Although the existing uses located along both sides of Mikes Pike are permissible, the Redevelopment Area Plan should evaluate this area in relation to adjacent residential areas and proximity to proposed park improvements located north of Phoenix Avenue.

f) Central Business District, C-5-E

The Central Business District is contained in one area within the Redevelopment Area and comprises 50.5 acres or approximately 28 percent of the land area. A partial listing of the permitted uses includes retail trade, incidental manufacturing, lodging and parking facilities. The district is generally located from Cherry to Route 66, between Humphreys and Elden Streets. This area is characterized by governmental, retail and office uses and is the historic downtown of the City. The City should continue to augment the existing character of this district through the addition of open space/park amenities, historic and cultural facilities, a conference center/lodging facilities and additional retail commercial to facilitate an 18-hour downtown for both residents and tourists.

g) Restricted Industrial District, I-1-E

The Restricted Industrial District is contained in one area within the Redevelopment Area and comprises 4.0 acres or approximately two percent of the land area. A partial listing of the permitted uses includes major automotive repair, outdoor storage and manufacturing and assembly. The district is located between the AT&SF Railroad Tracks and Cottage Avenue, east of O'Leary Street. The parcel is owned by the AT&SF Railroad and is generally vacant except for the directional switching track. Although this area is only used to switch trains, its adjacency to existing single and multi-family residential creates increased hazards for children and unwanted noise for homeowners. The Redevelopment Area Plan should evaluate the long term potential to relocate the train switching facilities and utilize the surrounding area for high density residential or employment land use.

h) . Public Lands Open Space District, PL-O-E

The Public Lands Open Space District is contained in one area and comprises 10.4 acres or approximately six percent of the Redevelopment Area. A partial listing of the permitted uses includes parks, open space, public recreation and education, municipal facilities and airports. The district is bounded by Birch Avenue on the north, Route 66 on the south, Humphreys Street on the east, and Sitgreaves Street on the west. The parcel is fully developed and functions as a well planned municipal campus containing the City Hall Complex, Public Library and Wheeler Park. In the future, the City may evaluate the potential to expand the campus to the east through the addition of City facilities and public parking.

2.3.4 General Planning, Land Use, and Zoning Comparison

To determine the existing and potential land use intensity of the Redevelopment Area, the *Growth Management Guide*, existing land use analysis and zoning map were analyzed for contrast and comparison. To facilitate the analysis, the land use types were collapsed into common categories to provide a common basis for comparison, as shown on Table 2.10, *General Planning, Land Use, and Zoning Comparison*.

TABLE 2.10
General Planning, Land Use, and Zoning Acreage Comparison

| Land Use Type | Growth Management Guide Acreage | Existing Land Use Acreage | Existing Zoning Acreage |
|--------------------------------|---------------------------------------|---------------------------------|-------------------------------|
| Low-Medium Density Residential | 50.0 | 17.4 | 2.2 |
| High Density Residential | - | 9.8 ⁽¹⁾ | 28.9 |
| Commercial and Office | 107.0 | 34.3 ⁽¹⁾ | 134.5 |
| Industrial | 8.5 | 20.5 ⁽¹⁾ | 4.0 |
| Park/Open Space | 5.1 | 2.3 | 5.1 ⁽²⁾ |
| Public/Semi-Public | 9.4 | 21.9 | 5.3 ⁽²⁾ |
| Vacant | - ⁽³⁾ | 11.7 | - ⁽⁴⁾ |
| Roads and Alleys | - ⁽³⁾ | 62.1 | - ⁽⁴⁾ |
| TOTAL | 180.0 | 180.0 | 180.0 |

Source: BRW, Inc.; November 1991.

⁽¹⁾ Includes the primary land use and "blended" uses (i.e. Multi-Family Residential/Retail Commercial).

⁽²⁾ The acreage (10.4) of the Public Lands Open Space District (PL-O-E) has been apportioned between these two categories.

⁽³⁾ The Growth Management Guide boundaries do not account for alleys and streets.

⁽⁴⁾ The zoning district boundaries extend to the centerlines of streets.

As shown in Table 2.10, the *Growth Management Guide* generally recommends a mix of low and medium density residential and commercial and office land use; existing land use generally illustrates a pattern of commercial and office, industrial and public/semi-public land uses; and the existing zoning provides for a majority of commercial and office development supported by high density residential development.

2.3.5 Major Land Ownership

The major land ownership pattern of the Redevelopment Area has been excerpted from Coconino County Assessor Records compiled by the Flagstaff Main Street Program as of 7 June 1991. The ownership pattern exhibited on Figure 2-7, *Major Land Ownership*, was established using minimum ownership criterion of 25 percent of one full downtown block (0.44 acres) and the existence of additional parcels owned by the same entity. As shown on Figure 2-7, these parcels are located south of Cherry Avenue and west of Agassiz Street. The largest landowners within the Redevelopment Area include:

- Atchison, Topeka & Santa Fe Railroad
- Babbitt



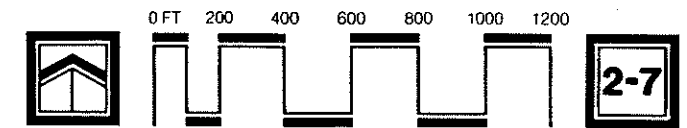
FLAGSTAFF REDEVELOPMENT AREA DESIGNATION AND REDEVELOPMENT PLAN

CITY OF FLAGSTAFF, ARIZONA

MAJOR LAND OWNERSHIP

- 1 ARIZONA PUBLIC SERVICE
- 2 ASPEY, WATKINS & DIESEL
- 3 ATCHISON, TOPEKA AND SANTA FE RAILROAD
- 4 BABBITT
- 5 BOYER
- 6 CATHOLIC CHURCH
- 7 CITY OF FLAGSTAFF
- 8 COCONINO COUNTY
- 9 CROZIER-HUTCHINSON
- 10 EVANS
- 11 FIRST INTERSTATE BANK
- 12 FLAGSTAFF CHRISTIAN FELLOWSHIP
- 13 GOODWILL
- 14 HANSON
- 15 HARVEY
- 16 HERMAN
- 17 ICE HOUSE ASSOCIATES
- 18 INGHAM
- 19 MANCENE
- 20 MARTINEZ
- 21 MASTIN
- 22 MONTE VISTA CORPORATION
- 23 NACKARD
- 24 NORTON
- 25 REAL PROPERTIES
- 26 SCHAUM
- 27 SHATTUCK
- 28 SPUR LAND AND CATTLE
- 29 SUNSHINE RESCUE MISSION
- 30 VALLEY NATIONAL BANK
- 31 VANLANDINGHAM
- 32 VERRES AND BIRCH
- 33 ZANZUCCHI

SOURCE: FLAGSTAFF MAIN STREET PROGRAM, AUGUST 1991. BRW INC. SEPTEMBER 1991



PLANNING TRANSPORTATION ENGINEERING URBAN DESIGN
BRW, INC. 2700 N. CENTRAL SUITE 1000 PHOENIX, ARIZONA 85004

JUNE 1992

- City of Flagstaff
- Coconino County
- Crozier-Hutchinson

The most viable sites for extensive development and redevelopment activities include the parcels held by the Atchison, Topeka & Santa Fe Railroad, generally located between Route 66 and Phoenix Avenue; the parcels held by the Babbitt family, generally located on the northeast, southeast and southwest corners of the intersection of Aspen Avenue and Verde Street; and the parcel held by the City of Flagstaff, located on the block bounded by Birch Avenue on the north, Aspen Avenue on the south, San Francisco Street on the east, and Leroux Street on the west.

2.3.6 Land Use Goals and Policies

In order to provide for the conformance of the Redevelopment Area Plan with the Growth Management Guide, the following goals and policies have been excerpted to provide necessary guidelines for plan development. These goals and policies are organized by element and are referenced by growth management guide policy number.

The goal of the Residential sub-element is to provide for a variety of safe, sanitary and energy-efficient housing types so all residents can choose affordable housing that meets individual needs.

A variety of housing types and densities should be provided and innovative development patterns and building materials resulting in better design and more affordable housing should be encouraged. The City should continuously evaluate and modify residential land development regulations and building code requirements that are found to unnecessarily add to housing costs. (Policy 20)

The City should provide for a variety of housing opportunities in the city by coordinating the amount of residentially zoned land available to meet the needs of the housing market. (Policy 21)

Residential development locations and densities should be directly related to:

- a. An adequate level of services and facilities such as sewer, water, streets, parks and schools, and shopping.*
 - b. The type of surrounding land uses; and,*
 - c. The natural environmental conditions, particularly topography and vegetation.*
- (Policy 22)*

Medium and high density housing areas generally should separate and buffer single-family uses from arterial streets, commercial, and industrial areas. The City of Flagstaff will encourage high and medium density residential development near major thoroughfares, near activity centers, and on the periphery of low density neighborhoods. This will ensure that length of shopping trips for day-to-day goods and services are minimized and that traffic through residential neighborhoods is discouraged. (Policy 23)

Higher density housing is encouraged to be mixed with low density housing under planned unit developments (PUD). In areas other than planned unit developments, higher density housing will be allowed only where protection of viable neighborhoods can be insured. (Policy 24)

The City should encourage and support development of housing units for low and moderate income households. The City should continue to seek public assistance for households that are unable to pay for shelter on the open market. (Policy 25)

The goal of the Commercial and Industrial sub-element is to:

- a. promote and accommodate diversification of the City's economy;*
- b. provide for industrial land uses in the City by allocating and protecting the prime industrial areas for such uses.*
- c. provide shopping and service areas convenient to both city residents and the motoring non-resident public that address the various specialized shopping and service needs, while remaining compatible with the surrounding land uses.*

Neighborhood trade and service uses should be encouraged to locate in new and rehabilitated residential areas if they serve primarily a neighborhood market. (Policy 28)

The central importance and historic integrity of the central business district should be retained by:

- a. Making the central business district more accessible.*
- b. Supporting the central business district as a center for a variety of uses and a focal point for the entire City.*
- c. Improving the appearance of the area and promoting the preservation of the original architecture of the historic buildings. (Policy 29)*

Efforts to diversify the local economy and attract new employment should be directed toward industries, institutions, and firms whose processes require minimal water consumption, and generate no ambient air or water degradation. (Policy 30)

Manufacturing activities shall be encouraged to locate as follows:

- a. In planned industrial park areas convenient to rail, air or highway facilities to minimize necessity for intra-city movement of goods and services.*
- b. Light, "clean" industry, convenient to residential areas and in or near activity centers, where appropriate, to minimize commuting distance. (Policy 31)*

Industrial land and existing employment areas should be treated as the equal of other land uses, and protected against invasion of uses which may be detrimental to the continued success of existing industries and institutions as well as future industrial development. (Policy 32).

2.4 Transportation System

The Circulation System section of the Area Assessment is presented in the following six subsections:

- Vehicular Transportation System Overview
- Average Daily Traffic (ADT)
- Level of Service (LOS)
- Other Existing Transportation Facilities
- Proposed Transportation Improvements
- Transportation Goals and Policies

2.4.1 Vehicular Transportation System Overview

The City of Flagstaff is served by a hierarchy of roadway types that include principal arterials, arterials, collector and local streets that provide mobility and access for residents, as shown on Figure 2-8, *Transportation System*. The principal arterial system carries high volumes of vehicular traffic on limited access roadways and includes the following roadways that directly impact the Redevelopment Area:

- Interstate 40
- Interstate 17
- Highway 89
- Highway 180

The major arterial system provides regional north-south (Interstate 17) mobility linking Flagstaff with the Phoenix Metropolitan Area and east-west mobility linking Flagstaff with the Cities of Albuquerque and Las Vegas, respectively. The eastern linkage of Interstate 17 (from the I-17/I-40 systems interchange eastward) provides the Redevelopment Area with indirect vehicular access via the Butler Avenue Interchange.

A hierarchy of vehicular roadways has also been established for major and minor arterial roadways and collector roadways. Major and minor arterial roadways provide low levels of access which allow for increased design speeds and higher volume levels. Collector roadways provide increased levels of access which reduce design speeds and produce lower volume levels. The City, in their *Growth Management Plan*, identify the following Redevelopment Area roadways as major arterial (80' rights-of-way) roadways:

- Butler Avenue
- Route 66
- Sitgreaves Street

The City has also classified the following four roadways as minor arterial (50'-60' rights-of-way) roadways:

- Beaver Street between Butler and Forest Avenues
- Humphreys Street (U.S. 180) between Santa Fe and Columbus Avenues
- Lone Tree Road
- San Francisco Street/Sky Dome Drive between Pine Knoll Drive and Forest Avenue

The remaining 16 roadways located in the Redevelopment Area are classified as collector roadways and are identified below:

- | | |
|------------------|--------------------|
| • Agassiz Street | • Kendrick Street |
| • Aspen Avenue | • Leroux Street |
| • Benton Avenue | • Mikes Pike |
| • Birch Avenue | • O'Leary Street |
| • Brannen Avenue | • Phoenix Avenue |
| • Cherry Avenue | • Tombstone Avenue |
| • Cottage Avenue | • Tucson Avenue |
| • Elden Street | • Verde Street |

2.4.2 Average Daily Traffic (ADT)

The Average Daily Traffic (ADT) counts were collected by the City in 1988 for the northern half of the Redevelopment Area to determine the level of service (LOS) for the roadway network, as shown in Figure 2-8, *Transportation System*. Sitgreaves Street carries the highest ADT (43,471) of any roadway in the Redevelopment Area followed by Route 66, which exhibits volumes ranging from 25,000 to 29,000 ADT. Although nearly 33 percent of the northern Sitgreaves Avenue vehicular flow utilizes Humphreys Street, the remaining vehicles continue to produce long queues on Route 66 during peak hours of the day. Beaver and San Francisco Streets produce the next highest level of traffic volumes which range between 5,000 and 8,000 ADT, due to their extended north-south continuity and the fact that they "tie" major City destination points (i.e., Flagstaff Medical Center and NAU) and residential areas through the Downtown. Although these streets may function at low vehicular volume levels, the increased traffic assists in slowing vehicular speeds which creates increased safety for bicyclists.

Leroux Street, located between Humphreys and San Francisco Streets, functions at less than 50 percent of Humphreys and Beaver Street volumes due to its lack of continuity between NAU and Flagstaff Medical Center. Aspen and Birch Avenues function as one-way pairs to provide east-west mobility and access through the Redevelopment Area. Although the ADT may appear to be high for these collector roadways, the provision of one way direction eliminates two way vehicle conflicts and allows for increased mobility and volume levels.

2.4.3 Level of Service (LOS)

The basic intent of the Level of Service (LOS) designation is to convert physical measures, including volume to capacity ratios and travel speeds in order to qualitatively evaluate traffic operations. Level of Service is designated by a letter grade ranging from A (best) to F (worst). The description of the traffic operations exhibited by Level of Service is summarized below.

- *Level of Service A* describes a condition of free flow, with low volumes and high speeds. Traffic density is low, with speeds controlled by drivers' desires, speed limits and physical roadway conditions. There is little or no restriction in maneuverability due to the presence of other vehicles, and drivers can maintain their desired speeds with little or no delay.
- *Level of Service B* represents stable flow, with operating speeds beginning to be restricted somewhat by traffic conditions. Drivers still have reasonable freedom to select their speed and lane of operation. Reductions in speed are not unreasonable, with a low probability of traffic flow being restricted.
- *Level of Service C* is still in the zone of stable flow, but speeds and maneuverability are more restricted by the higher volumes. Most drivers are restricted in their freedom to select their own speed, change lanes or pass other vehicles. A relatively satisfactory operating speed is still obtained.
- *Level of Service D* approaches unstable flow, with tolerable operating speeds being maintained, although considerably affected by changes in operating conditions. Fluctuations in volume and temporary restrictions to flow may cause substantial drops in operating speeds. Drivers have little freedom to maneuver, comfort and convenience are low, but conditions can be tolerated for short periods of time.
- *Level of Service E* represents operations at even lower operating speeds than at Level D, with volumes at or near the capacity of the highway. At capacity, speeds are typically in the neighborhood of 30 MPH and 100% of capacity is reached. Flow is unstable, and stoppages of momentary duration may occur.
- *Level of Service F* describes forced flow operation at low speeds, where volumes are actually below capacity. These conditions usually result from vehicle queues backing up from a restriction downstream. Speeds are substantially reduced and stoppage may occur for short or long periods of time due to downstream congestion. In the extreme, both speed and volume can drop to zero.

Based on the definitions of LOS, the vehicular roadways located in the Redevelopment Area can be quantified to determine their existing ability to move vehicular traffic. The major arterial network of Sitgreaves Avenue and Route 66 currently functions at LOS C-E. Butler Avenue currently functions at LOS B-C. The minor arterial network (i.e. Beaver Street, Humphreys Street, San Francisco Street) currently functions at LOS B-D. The collector roadway network located within the Redevelopment Area currently functions at LOS A-C.

2.4.4 Other Existing Transportation Facilities

In conjunction with roadway facilities, additional existing transportation facilities include the railroad system, on-street bike paths, traffic signal locations and public parking facilities.

a) *Railroad System*

The existing railroad system is administered by the Atchison Topeka and Santa Fe (AT&SF) Railroad which links Flagstaff to Southern California and Northern New Mexico. The existing railroad facilities are generally located between Route 66 and Phoenix Avenue, which includes several side spurs and switching tracks. A switch also is located east of O'Leary Street and extends south of Phoenix Avenue to allow for the re-direction of engines and box cars.

These existing railroad facilities provide a perceptual and physical separation of the Redevelopment Area which must be mitigated if the two areas are to be joined or further accentuated to define two distinct areas within the Downtown. The vehicular constraints posed by scheduled trains also impedes the flow of vehicular and non-vehicular traffic at the intersections of San Francisco Street and Route 66, and Beaver Street and Route 66.

b) *Existing On-Street Bike Paths*

The existing designated on-street bike paths are located on the following two roadways as shown below:

- Beaver Street
- Butler Avenue

These existing bicycle linkages provide southern perimeter and western accessibility through the Redevelopment Area but lack northern and eastern designated bicycle circulation opportunities.

c) *Existing Vehicular Traffic Flow*

The existing flow of all roadways located in the Redevelopment Area is two-way except for Aspen Avenue, which flows west from Elden Street to Humphreys Street; Birch Avenue which flows east from Humphreys Street to Elden Street; Elden Street which flows north from Route 66 to Aspen Avenue; and Phoenix Avenue which flows west from Sitgreaves Street.

d) *Existing Traffic Signal Location*

The thirteen existing traffic signals located in the Redevelopment Area include:

- Aspen Avenue/Beaver Street
- Aspen Avenue/Humphreys Street

- Aspen Avenue/Leroux Street
- Aspen Avenue/San Francisco Street
- Birch Avenue/Beaver Street
- Birch Avenue/San Francisco Street
- Butler Avenue/Beaver Street
- Butler Avenue/San Francisco Street
- Butler Avenue/Sitgreaves Street
- Route 66/Humphreys Street
- Route 66/Beaver Street
- Route 66/San Francisco Street
- Route 66/Verde Street

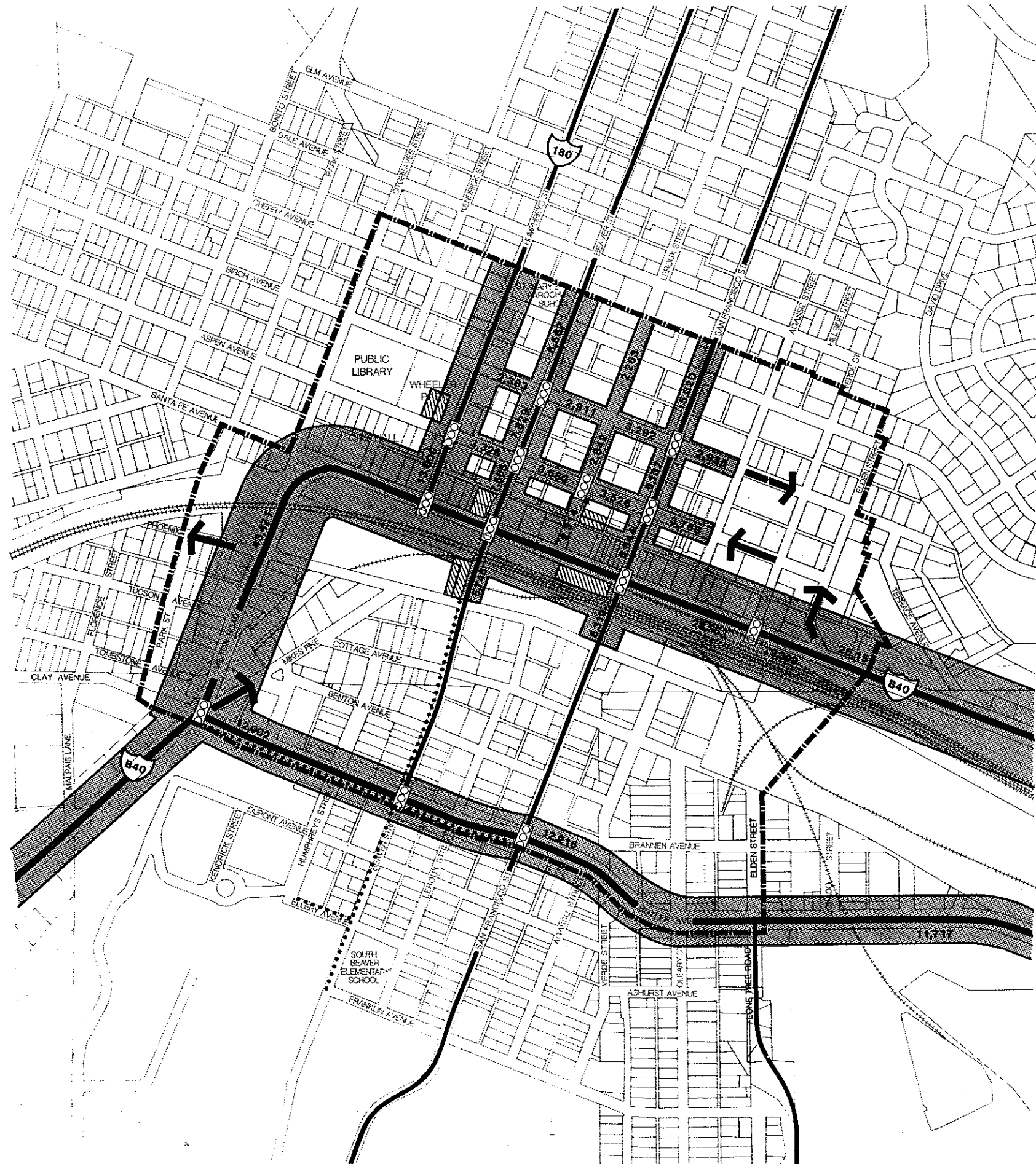
e) Existing Public Parking

The existing off-street public parking lots located within the Redevelopment Area include:

- Northwest Corner of Route 66 and Beaver Street – approximately 35 spaces (improved)
- Northwest Corner of Phoenix Avenue and Beaver Street – approximately 45 spaces (unimproved)
- Southwest Corner of Route 66 and San Francisco Street – approximately 33 spaces (improved)
- Mid-Block (east side) between Aspen Avenue and Route 66 approximately 20 spaces (improved)
- Wheeler Park – approximately 60 spaces

f) Transit Service

Transit service for the City of Flagstaff is provided by Pine Country Transit (PCT) which currently operates three fixed routes throughout the City. The routes operate Monday through Friday from 6:15 a.m. to 6:27 p.m., and Saturday (Route 1 only) from 8:37 a.m. to 5:17 p.m. PCT is administered by Coconino County and operates from an annual budget of approximately \$243,000 which is funded through fare box revenue (24 percent), federal (38 percent) and city (38 percent) monies. Current fares are \$0.75 with a \$0.15 reduction for senior citizens, handicapped persons and children between the ages of 7 and 17. PCT also offers monthly passes which range between \$15.00 and \$26.00. Existing annual ridership approximates 93,000 passengers (January 1992 forecast) generated from 360 trips per day, with forecasts for an approximate increase of 15 percent in 1992. PCT has recently added its third fixed route to better serve the NAU campus and Flagstaff Mall to reduce the approximate 60–90 minute headways (time between routes at the same bus stop) on the existing two routes. The four existing transit stops located within the Redevelopment Area include:



FLAGSTAFF REDEVELOPMENT AREA DESIGNATION AND REDEVELOPMENT PLAN

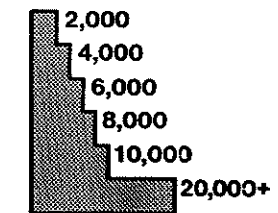
CITY OF FLAGSTAFF, ARIZONA

TRANSPORTATION SYSTEM

MAJOR ARTERIAL
(SITGREAVES ST., SANTA FE AVE., (I-40B), BUTLER AVE.)

MINOR ARTERIAL (50'-60' ROW)
(HUMPHREYS ST., (U.S. 180), BEAVER ST., SAN FRANCISCO ST., LONE TREE ROAD)

AVERAGE DAILY TRAFFIC (ADT)



OTHER TRANSPORTATION FACILITIES

RAILROAD SYSTEM
(ATCHISON, TOPEKA & SANTA FE RAILROAD)

EXISTING ON-STREET BIKE LANE

EXISTING VEHICULAR TRAFFIC FLOW
(TWO-WAY WHERE NOT DESIGNATED)

EXISTING TRAFFIC SIGNAL LOCATION

EXISTING PUBLIC PARKING (OFF-STREET)

SOURCE CITY OF FLAGSTAFF ENGINEERING DIVISION, APRIL 1988
BRW, INC., AUGUST 1991

REDEVELOPMENT AREA BOUNDARY



BRW

PLANNING TRANSPORTATION ENGINEERING URBAN DESIGN
BRW, INC. 2700 N. CENTRAL SUITE 1000 PHOENIX, ARIZONA 85004

JUNE 1992

2-8



- Beaver Street/Cherry Avenue (Route 1)
- Beaver Street/Aspen Avenue (Route 2)
- Humphreys Street/Butler Avenue (Routes 1 and 2)
- Sitgreaves Street/Aspen Avenue (Route 2)

2.4.5 Proposed Transportation Improvements

A listing of four proposed transportation improvements which will impact the Redevelopment Area include:

- ***Interstate 40 and Lone Tree Road Interchange***

In an effort to reduce the circuitous trips that result from the lack of an interchange located between the Interstate 17/Interstate 40 interchange and Butler Avenue (a distance of 3 miles), Lone Tree Road has been identified to provide a potential interchange to provide minor arterial access for the areas north and south of the freeway. A Lone Tree Road interchange, which links with Paseo Del Rio and Elden Street (south of Butler Avenue) would provide an additional arterial linkage to serve the Redevelopment Area from the south. The additional access could also potentially reduce traffic on Milton Road, but would increase the visibility and access to the southern portion of the Redevelopment Area which is currently utilized as single-family and multi-family land use.

- ***U.S. 180 Flagstaff Alternative Routing***

The existing U.S. 180 route links Downtown Flagstaff with the Grand Canyon and Arizona Snow Bowl and is the most direct route to these major tourist and recreational destination points. Through the Redevelopment Area, the route passes through established residential and commercial areas which has created increased levels of noise and vehicular traffic as well as opportunities to capture additional sales for businesses and sales tax revenue for the City. Based on the vehicular volume of the existing alignment, a location and design concept study was undertaken to identify alternative routes to better serve the City. From the original listing of 20 alternatives, and numerous public meetings, three alternatives were identified for designation as U.S. 180. The three alternatives include the following:

- Original U.S. 180 Alignment
- McMillan Mesa Alignment
- Observatory Mesa

The original U.S. 180 alignment begins at the intersection of Route 66 and Humphreys Street within the Redevelopment Area, and extends north to the Grand Canyon. The existing alignment not only brings vehicular traffic into the Downtown Area to generate sales and potential tax revenue, but also creates increased vehicular congestion and noise on Route 66 and Humphreys Street.

The McMillan Mesa alignment is located approximately one mile to the east of the Redevelopment Area and intersects with Route 66. The alignment proceeds north between Switzer Canyon and McMillan Mesa, and then terminates in the existing Fort Valley Road alignment. If selected, this alignment would allow traffic to remain on Interstate 40, exit at Butler Road Interchange, and proceed north on the alignment via Enterprise Road. The Observatory Mesa alignment begins at the intersection of Milton Road and Old Route 66 and proceeds west on Old Route 66 to Woody Mountain Road. The alternative proceeds north, utilizing a grade separation over the AT&SF Railroad Tracks, through Observatory Mesa and transitions into Fort Valley Road north of the City limits.

- ***One Way Pairs***

The City has identified Beaver and San Francisco Streets for redesignation as one way pairs (i.e., San Francisco Street will be one way southbound and Beaver Street will be one way northbound) and would include the reversal of Aspen Avenue (from east to west to west to east) and Birch Avenue (from east to west to west to east) as one-way pairs.

- ***Butler Avenue Widening***

The City Capital Improvement Program (CIP) has identified Butler Avenue, between San Francisco Street and Elden Street, for widening to a five lane major arterial roadway. This improvement project has been identified for Fiscal Year 1992-1993 at a cost of \$85,123.

2.4.6 Transportation Goals and Policies

In order to provide for the conformance of the Redevelopment Area Plan with the *Growth Management Guide* by the City, the following goals and policies have been excerpted to provide necessary guidelines for plan development. These goals and policies are organized by element and are referenced by growth management guide plan policy number.

The goal of the Circulation Element and its sub-elements is to:

- *provide safe, adequate street capacity to meet circulation and access needs while minimizing disruption to the environment;*
- *provide a balanced circulation system to give mobility to all segments of the community through encouragement of mass transit, bicycling, and walking as alternatives to automobile travel;*
- *minimize transportation and energy requirements through efficient placement of employment and services convenient to people; and*
- *maintain and improve the airport and rail services as viable inter-regional transportation linkages.*

The street system should accommodate through traffic and local traffic and provide safe and efficient vehicular access to private property:

- *The Interstate system provides for efficient movement of large volumes of through traffic. Direct access will be limited to designated interchanges. As development occurs on abutting properties, access to these interchanges should be provided.*
- *Major and Minor Arterials provide for through traffic movement between areas and across the City with strictly controlled access to abutting property.*
- *Collector Streets provide for traffic movement between major arterial and local streets, with direct access to abutting property.*
- *Local Streets provide for direct access to abutting land and for local traffic movement. (Policy 33)*

The City should continuously evaluate and modify, if necessary, the City's street design standards to assure that the design of streets is based upon the needs they should properly serve. (Policy 34)

The City should strictly control access from adjacent property to the City's arterial street system. Intersections on arterial streets should be located at intervals which maximize street capacities and safety while providing necessary access. On-Street parking on the City's street system should be allowed only if the carrying capacity of the street system is not consequently reduced or impaired. (Policy 37)

Pursuant to minimizing trip distances and the need to travel by automobile, compatible mixing of residential, commercial, research and development, industrial, educational, and recreational uses on an area-wide basis shall be encouraged where appropriate. (Policy 38)

Residential properties and other sensitive land uses along arterial streets shall be protected from adverse effects of arterial streets. (Policy 39)

The goals, policies, recommendations and proposed facilities contained in the adopted Flagstaff Bikeways Plan shall serve as the basis for guideline establishment of a City-wide bicycle network. Measures taken to implement or revise the bikeways plan shall be coordinated within the context of the Growth Management Guide 2000. (Policy 42)

An active program to develop pedestrian trails and sidewalks should be encouraged, especially in proximity to major activity centers, schools, and parks. The system should be designed to function for commuter and recreational pedestrians. (Policy 44)

In conjunction with Policy 17 in the Land Use Element of this plan, as well as the Open Space/Greenbelt and Parks Plan. Utilization of greenbelts for non-motorized, pedestrian transportation should be encouraged where appropriate. (Policy 46)

Consideration for mass transit facilities should be closely coordinated with existing transit systems, public/private schools, and future transit systems that may develop. Measures taken to implement the mass transit system should be coordinated within the context of the Growth Management Guide 2000. (Policy 48)

New developments should include consideration of improvements which would accommodate urban public transit where appropriate. (Policy 49)

To facilitate future mass transit, higher density residential development should be concentrated around the activity centers of the City. (Policy 50)

2.5 Community Facilities

The Community Facilities section of the Area Assessment is presented in the following seven subsections:

- Public Safety Facilities and Services
- Municipal Facilities
- Educational Facilities
- Park and Recreation Facilities
- Public and Private Utilities
- Proposed Utility Improvements
- Community Facilities Goals and Policies

2.5.1 Public Safety Facilities and Services

Public Safety Facilities and Services for the Redevelopment Area are provided by the Flagstaff Police Department and Flagstaff Fire Department as shown on Figure 2-9, *Community Facilities*.

a) *Flagstaff Police Department*

The Flagstaff Police Department is located at 120 North Beaver Street and includes administrative and jail facilities. The department operates with a total of 75 sworn officers utilizing vehicle and bicycle patrols, of which three are assigned to the Redevelopment Area on beats 220, 111, and 100. Beats 220 and 110 are divided by Route 66 and Beat 111 provides overlapping protection which extends from Cherry Avenue to Butler Avenue. Existing coverage results in response times ranging from one to five minutes and less than three minutes for emergency calls. The Redevelopment Area has exhibited a significant decrease in crime since the closure of the alcohol rehabilitation center two years ago, but has the same incidences of burglary and theft as other areas of the City. The majority of vehicular accidents that occur in the Redevelopment Area are generally located on Route 66 between Sitgreaves Street and San Francisco Street.

b) *Flagstaff Fire Department*

The Flagstaff Fire Department provides fire protection and emergency response to the Redevelopment Area from Station No. 1, which is located at 400 South Malpais, outside of the western boundary of the Redevelopment Area. The station contains one pumper, one ladder, one tanker, one utility brush truck, and one reserve pumper, operated by a staff of six personnel. The facility operates under an Insurance Services Office (ISO) Class 3 rating and exhibits response times ranging from one to six minutes. The majority of responses involve medical and auto accidents. The potential for structural fires is considered moderate, based on the existence of common basements, antiquated electrical systems, and the age of construction materials.

c) Flagstaff Medical Center

Flagstaff Medical Center, located at 1200 North Beaver Street, is an acute care medical facility that offers a full range of patient services. The facility is located approximately one mile north of the Redevelopment Area.

2.5.2 Municipal Facilities

Municipal Facilities located within the Redevelopment Area include the City Hall, Municipal Courthouse and Public Library.

a) City Hall

The Flagstaff City Hall is located at 211 West Aspen Avenue on an approximate 4.8 acre parcel. City Hall contains approximately 52,000 square feet dedicated for Finance, Community Development, Economic Development, Engineering, Management and City Council Chambers functions. The structure was rated as stable in the building conditions analysis and is centrally located within the City.

b) Public Library

The main branch of the Flagstaff Public Library is also located within the Redevelopment Area, at 300 West Aspen Avenue. The library was constructed in 1987 and contains approximately 34,000 square feet. The facility is administered by 29.75 full time equivalent (FTE) staff, offers 160,000 volumes system-wide and is open 63 hours per week. The structure is rated as stable in the building conditions analysis and provides a good amenity for the Redevelopment Area.

2.5.3 Educational Facilities

The only educational facilities located within the Redevelopment Area include the playground of St. Mary's Parochial School, which is a private Catholic facility. The three public schools that serve the Redevelopment Area include South Beaver Elementary School, Flagstaff Junior High School and Flagstaff High School which are administered by the Flagstaff Unified School District. A summary of the educational facilities utilized by Redevelopment Area residents is shown on Table 2.11, *Educational Facilities*.

As shown in Table 2.11, both Marshall and South Beaver Schools are approaching their upper level maximum enrollments for the existing structures, although the junior and high school facilities should continue to function at acceptable levels in the near term future. The lack of a public educational facility located within the Redevelopment Area, and the proximity to NAU and Flagstaff Medical Center, generally creates residential demand for smaller, more intensely developed housing targeted for students and single white and blue collar workers, rather than couples with school age children.

FLAGSTAFF REDEVELOPMENT AREA DESIGNATION AND REDEVELOPMENT PLAN

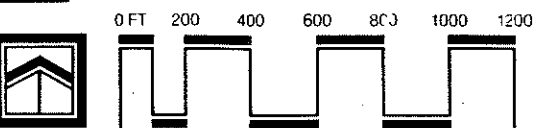
CITY OF FLAGSTAFF, ARIZONA

COMMUNITY FACILITIES

-  MUNICIPAL FACILITIES
(CITY, COUNTY, STATE, FEDERAL)
-  PUBLIC SAFETY FACILITIES
(POLICE, FIRE)
-  RELIGIOUS FACILITIES
-  EDUCATIONAL FACILITIES
-  RECREATIONAL FACILITIES
-  PROPOSED PARKS
(DOWNTOWN AREA PLAN)
-  PROPOSED GATEWAY PARKS
(DOWNTOWN AREA PLAN)
-  PROPOSED ART PARKS
(DOWNTOWN AREA PLAN)

SOURCE: DOWNTOWN AREA PLAN; WINTER AND CO., JANUARY 1991
BRW, INC., SEPTEMBER 1991

REDEVELOPMENT AREA BOUNDARY



PLANNING TRANSPORTATION ENGINEERING URBAN DESIGN
BRW, INC. 2700 N. CENTRAL SUITE 1000 PHOENIX, ARIZONA 85004

JUNE 1992

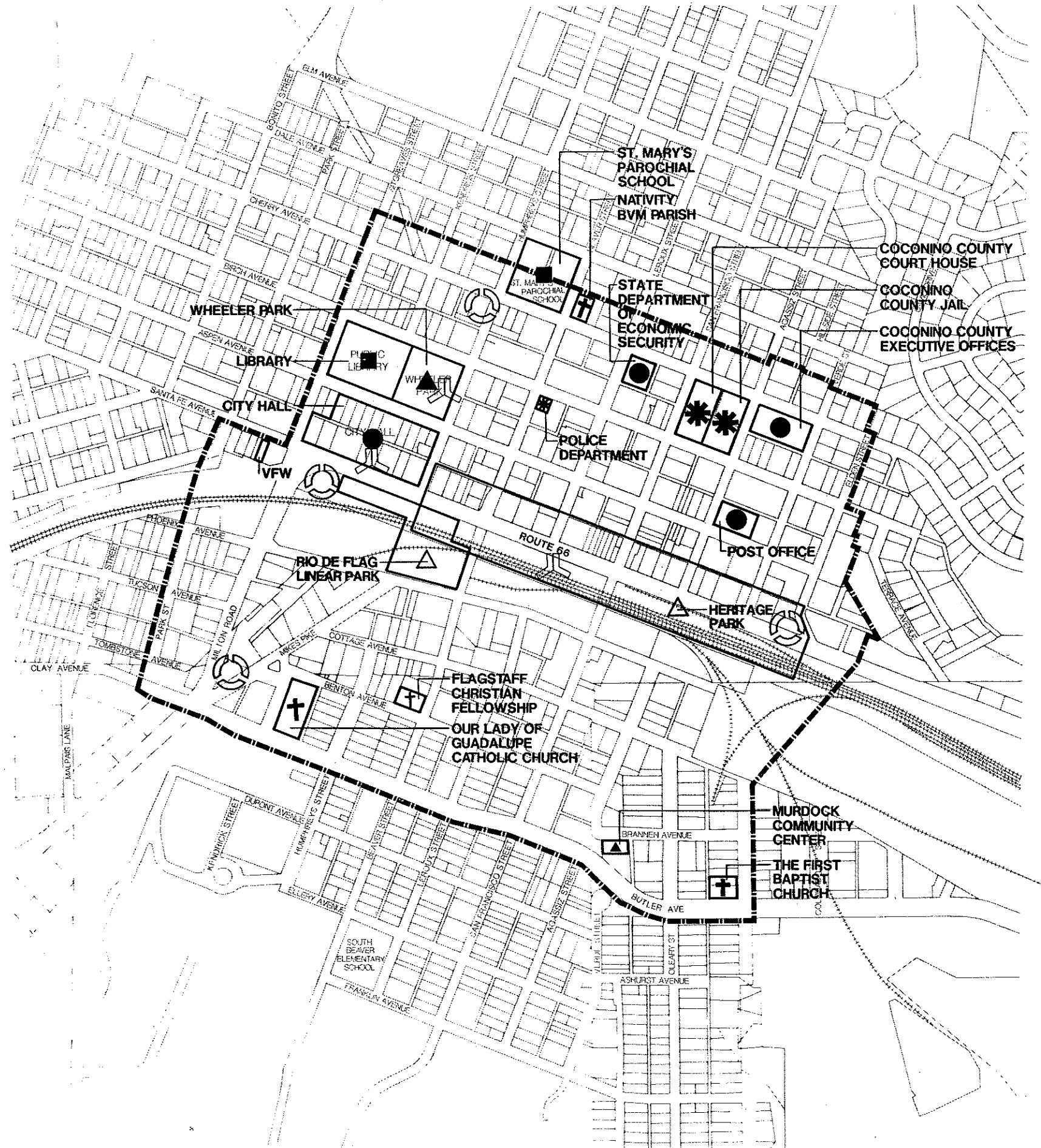


TABLE 2.11
Educational Facilities

| School Facility | Maximum Enrollment | 1991-1992 Enrollment | 1992-1993 Forecast Enrollment |
|--------------------------------|---------------------------|-----------------------------|--------------------------------------|
| St. Mary's Parochial School | 400 | 215 | 230 |
| Marshall Elementary School | 652 | 624 | 643 |
| South Beaver Elementary School | 300 | 273 | 281 |
| Flagstaff Junior High School | 1,000 | 726 | 748 |
| Flagstaff High School | 1,600 | 1,223 | 1,259 |
| Total | 3,952 | 3,061 | 3,161 |

Source: Flagstaff Unified School District, September, 1991; and St. Mary's Parochial School, November 1991.

2.5.4 Park and Recreation Facilities

Park and recreation facilities located in the Redevelopment Area include Wheeler Park and the playground of St. Mary's Parochial School. Rollin W. Wheeler Park is an approximate 1.8-acre facility and functions as a neighborhood park serving the surrounding 0.5-mile radius service area. The park contains seven picnic tables, four trash receptacles and four seating benches as well as mature Elm and Fir Trees located throughout the parcel. The park also contains a public parking lot for approximately 60 vehicles. The only other recreational facility located in the Redevelopment Area includes the playground for St. Mary's Parochial School which contains a large asphalt area for organized play.

The Downtown Area Plan recommends the addition of four types of parks to the Downtown Area which include:

- Rio De Flag Linear Park
- Heritage Park
- Gateway Parks
- Art Parks

The Rio De Flag Linear Park would utilize the existing channel and vacant land located between Route 66 and Phoenix Avenue, west of Beaver Street to construct a multiple use area that could include group play areas, picnic facilities, special events and flood control facilities. The Heritage Park would capitalize on the opportunity to thematically link the old stone depot, AMTRAK Station, Chamber of Commerce, and the existing commercial buildings located on the north side of Route 66. Components of this park would include the creation of a Native American cultural center in the old stone depot; a historic visitors center

in the AMTRAK Station; a "cultural sampler" (i.e., exhibits) of Native American and City history in the Chamber of Commerce.

Gateway parks are also recommended at the entry points to the Downtown Area to provide basic information about the downtown and enhanced marketing opportunities for downtown businesses. Gateway treatments are recommended for the following intersections:

- Sitgreaves Street and Mikes Pike
- Sitgreaves Street and AT&SF Underpass
- Route 66 and Elden Street
- Cherry Avenue and Humphreys Street

The inclusion of art parks is recommended to increase public exposure and showcase local talent within the community. Art parks are envisioned to include small sites commissioned by public artists to develop accents for the downtown. Specific sites recommended for art parks include:

- The South Lawn of City Hall
- AMTRAK Station Plaza
- Public Parking Lot at the northeast corner of Beaver Street and Aspen Avenue

2.5.5 Public and Private Utilities

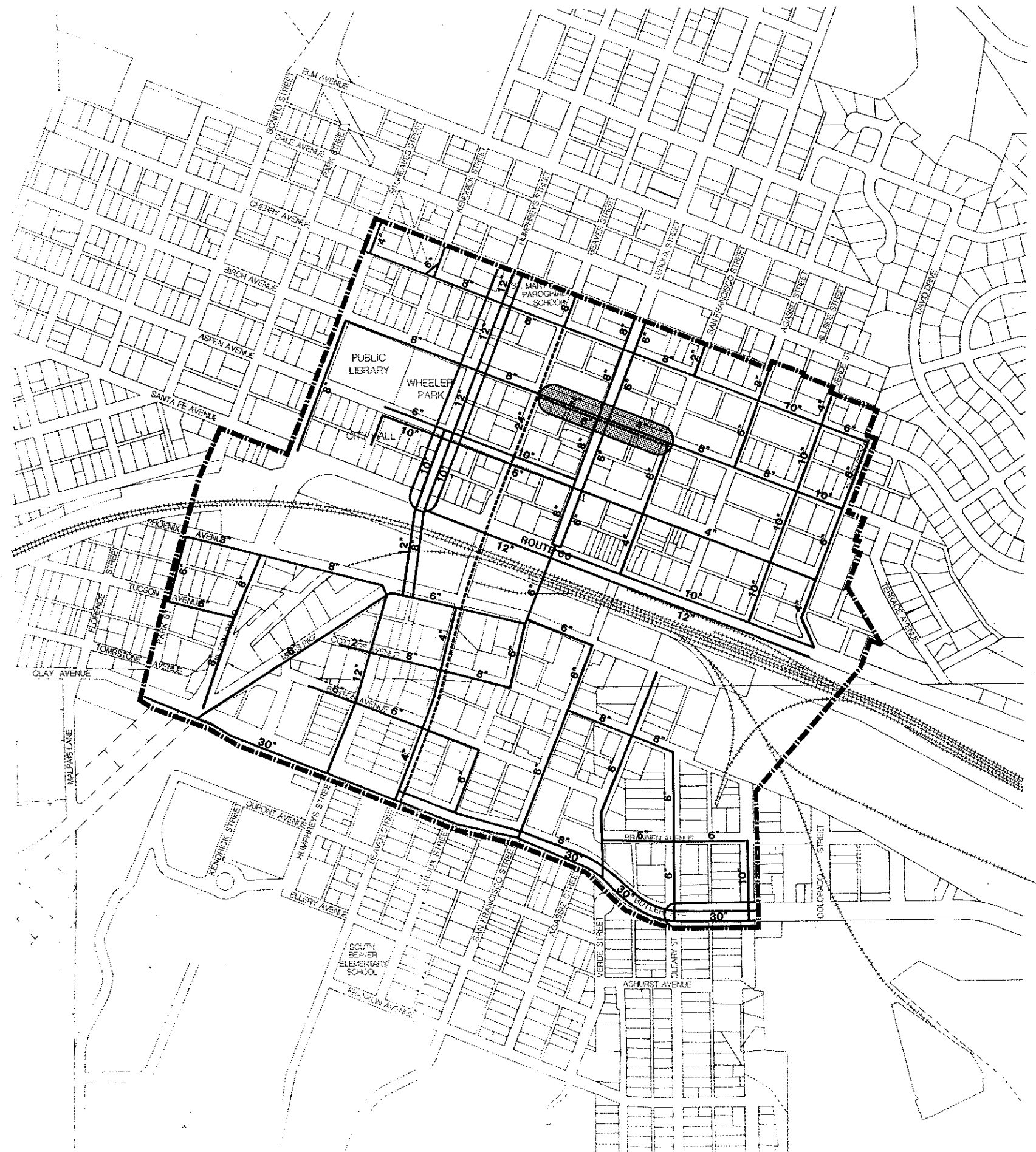
The Public and Private Utilities includes the inventory and analysis of the City's potable water supply and availability, sanitary sewer collection and treatment, and other utility providers and service.

a) *Potable Water Supply and Availability*

The City of Flagstaff is the certificated supplier of potable water to the Redevelopment Area and the City. The City's supply originates from surface water, natural springs and underground wells. The City has the ability to store approximately 24 million gallons and can pump 12.5 million gallons per day (MGD). The average winter usage is 7.0 MGD and the peak usage is 9.5 MGD in the summer.

The existing potable water system located within the Redevelopment Area serves the entire area through a system of trunk and feeder lines, as shown on Figure 2-10, *Potable Water System*. The existing trunk line (i.e., 12-inch or more) corridors would be the most viable corridors to locate more intensely developed or redeveloped residential or employment projects in the Redevelopment Area and include:




- Humphreys Street from Cherry Avenue to Butler Avenue
- Beaver Street (proposed) from Cherry Avenue to Butler Avenue
- Route 66 from Humphreys Street to Elden Street
- Butler Avenue (proposed) from Park Street to Verde Street



FLAGSTAFF REDEVELOPMENT AREA DESIGNATION AND REDEVELOPMENT PLAN

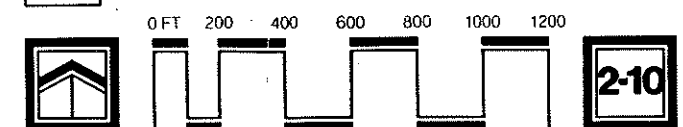
CITY OF FLAGSTAFF, ARIZONA

POTABLE WATER SYSTEM

-  EXISTING WATER LINE (SIZE NOTED)
-  PROPOSED WATER LINE (SIZE NOTED)
-  PROGRAMMED IMPROVEMENTS
(CAPITAL IMPROVEMENTS PROGRAM)

SOURCES: CITY OF FLAGSTAFF WATER MAPS, AUGUST 1991
GROWTH MANAGEMENT GUIDE 2000; APRIL 1987

 REDEVELOPMENT AREA BOUNDARY



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The existing feeder corridors (i.e., two- and four-inch lines) would require substantial upgrading to be utilized for more intensive redevelopment or redevelopment activities and include:

- Birch Avenue from Beaver Street to San Francisco Street
- Aspen Avenue from Leroux Street to Elden Street
- Beaver Street from Phoenix Avenue to Butler Avenue

b) Sanitary Sewer Collection Treatment

The City of Flagstaff provides sanitary sewer collection and treatment facilities for the Redevelopment Area and the City. The sewage generated within the City is transported, by gravity flow, to the Wildcat Wastewater Treatment Plant which uses a biofiltration process to treat sewage. The plant has an existing capacity of six to seven million gallons per day (MGD) and is nearly at capacity. The City is currently in the process of constructing a new sewage treatment facility which is scheduled to be operational by May 1993. The Rio De Flag Water Reclamation Plant, located adjacent to Babbitt Way, will utilize an activated sludge process to produce approximately four MGD of reclaimed wastewater which will increase the total wastewater treatment capability of the City to more than 10 MGD. The City will locate reclaimed water lines within the Rio De Flag to provide proximate irrigation for municipal, school and park facilities as well as future service to Flagstaff Medical Center, NAU, Little America and Fairfield entities.

The existing sanitary sewage collection system located within the Redevelopment Area serves the entire Downtown Area through a system of interconnecting 8-, 10- and 12-inch lines, as shown on Figure 2-11, *Sewer System*. The existing trunk line (i.e., 12-inch) corridors include:

- Kendrick Street from Cherry Avenue to Route 66
- Mid-block between Route 66 and Phoenix Avenue from Kendrick Street to Elden Street
- Mid-block between Humphreys Street and Beaver Street from Phoenix Avenue to Butler Avenue
- Mid-block between Aspen Avenue and Route 66 from Beaver Street to Elden Street

These trunk line corridors exhibit the most excess capacity in the Redevelopment Area and would have the most potential for redevelopment activities.

c) Other Utility Providers and Service

Other utility providers and services of the Redevelopment Area and the City include electrical power, natural gas and telephone services.

- *Electrical Power Service*

Electrical power is provided by Arizona Public Service (APS) through a series of above ground lines designed on an overlapping grid basis.

- *Natural Gas Service*

Natural gas service is supplied by El Paso Natural Gas Company and is distributed by Citizens Utilities Company.

- *Telephone Service*

Telephone service is provided by U.S. West.

2.5.6 Proposed Utility Improvements

Proposed utility improvements which will impact the Redevelopment Area include:

- *Birch Avenue Waterline*

The City Capital Improvement Program (CIP) has identified Birch Avenue, between Beaver Street and San Francisco Street, to replace existing 2" water main with 8" pipe. The improvement project has been identified for Fiscal Year 1992-1993 at a cost of \$107,500 utilizing Utility Bonds.

- *Beaver Street Storm Drains*

The City Capital Improvement Program (CIP) has identified a storm drain system for Beaver Street for Fiscal Year 1992-1993 at a cost of \$408,500 utilizing Highway User Revenue Funds (HURF).

- *Leroux Street Storm Drains*

The City Capital Improvement Program (CIP) has identified a storm drain system located west of Leroux Street for Fiscal Year 1992-1993 at a cost of \$646,000 utilizing Highway User Revenue Funds (HURF).

- *Westside Storm Drains*

The City Capital Improvement Program (CIP) has identified a storm drain system located in the westside of the Redevelopment Area for Fiscal Year 1992-1993 at a cost of \$300,000 utilizing Highway User Revenue Funds (HURF).

- *Humphreys Street Sewer/Water Replacement*




The City Capital Improvement Program (CIP) has identified both sewer and water line replacements for Humphreys Street for Fiscal Year 1992-1993 between Route 66 and Columbus Avenue, at a combined cost of \$824,500 utilizing Utility Bonds.



FLAGSTAFF REDEVELOPMENT AREA DESIGNATION AND REDEVELOPMENT PLAN

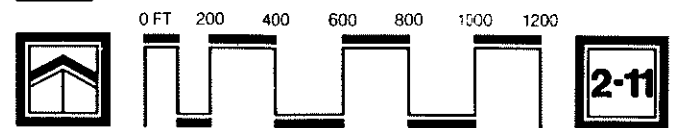
CITY OF FLAGSTAFF, ARIZONA

SEWER SYSTEM

-  **EXISTING SEWER LINE (SIZE NOTED)**
(VITRIFIED CLAY PIPE (VCP))
-  **MANHOLE**
(LOCATED BY PHOTO AND AS-BUILTS)
-  **PROGRAMMED IMPROVEMENTS**
(CAPITAL IMPROVEMENTS PROGRAM)

SOURCE: CITY OF FLAGSTAFF SEWER MAP, AUGUST 1991

 **REDEVELOPMENT AREA BOUNDARY**



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- *Leroux Street Sewer*

The City Capital Improvement Program (CIP) has identified the replacement of a sewer line between Birch Avenue and Elm Avenue, at a total cost of \$155,000 utilizing Utility Bonds.

- *Butler Avenue Water Line*

The City Capital Improvement Program (CIP) has identified the placement of a 30-inch water line from O'Leary Street to Enterprise Road, at a cost of \$85,000 utilizing Utility Bonds.

2.5.7 Community Facilities Goals and Policies

In order to provide for the conformance of the Redevelopment Area Plan with the *Growth Management Guide* by the City, the following goals and policies have been excerpted to provide necessary guidelines for plan development. These goals and policies are organized by element and are referenced by *Growth Management Guide* policy number.

The goal of the Community Facilities Element is to:

- *provide community services and facilities in an orderly, efficient, and equitable manner, according to the City's needs and ability to finance;*
- *coordinate the planning and accommodation of new growth and redevelopment with the City's budgeting process;*
- *increase efficiency of public service delivery and improve facility users' and taxpayers' equity;*
- *establish and maintain reasonable public service and facility standards, adopted by the City Council.*

A multi-year capital improvements program (CIP) shall be developed and updated annually to:

- a. Direct and prioritize the provision of public facilities under the jurisdiction of the City of Flagstaff; and*
- b. Assure coordination with other public and private long range plans for land use and facilities.*

The capital improvement program (CIP) shall be guided by the community facilities element which reflects current, committed, and projected public facility and service needs of the City. (Policy 53)

The City shall achieve an equitable balance in the CIP allocations for facilities and services between:

- a. New growth and redevelopment in existing neighborhoods; and*

b. New growth in new development areas.

The City shall continuously examine methods for increasing the efficiency and fairness of public service delivery. (Policy 55)

The City shall formulate, adopt, and maintain public policies and standards for all facilities and services under the jurisdiction of the City. (Policy 56)

2.6 Market Assessment Overview

The Market Assessment Overview section of the Area Assessment is presented in the following five subsections:

- Residential Market
- Office Market
- Retail and Services Market
- Lodging Market
- Public and Private Meeting Facilities

2.6.1 Residential Market

The City of Flagstaff has experienced moderate growth over the past 20 years. Between 1970 and 1980, the City's population increased from 26,100 to 34,700. During that decade, the City's growth rate averaged 2.9 percent annually, or approximately 860 new residents per year. Between 1980 and 1990, the population increased an additional 11,100 persons to 45,857 according to preliminary 1990 Census figures. This equates to an annual compounded growth rate of 2.8 percent, or an average of slightly more than 1,100 new residents each year.

Due to a decline in average household size from 2.87 to 2.75 over the ten-year period, households grew at a more rapid rate than the population. The number of households increased from 10,224 in 1980 to 14,417 in 1990, an annual compound growth rate of 3.5 percent, or an average of 419 new households each year. Flagstaff growth trends are shown in Table 2.12, *Flagstaff Population and Households, 1980-1990*.

TABLE 2.12
Flagstaff Population and Households, 1980-1990

| Flagstaff | 1980 | 1990 | Total Change | Percent Annual Growth |
|-----------------------|--------|--------|-----------------|-----------------------------|
| Population | 34,743 | 45,857 | 11,114 | 2.8% |
| In Households | 29,343 | 39,658 | 10,315 | 3.1% |
| In Group Quarters | 5,400 | 6,199 | 799 | 1.4% |
| In Dorms | -- | 5,802 | | |
| Households | 10,224 | 14,417 | 4,193 | 3.5% |
| Persons per Household | 2.87 | 2.75 | | |

Source: U.S. Bureau of the Census, October 1991

Over the last 10 years, owner-occupied units have dropped from 53.6 percent to 49.9 percent of households, as shown in Table 2.13, *Households by Tenancy, 1980-1990*. The increase in renters is due in part to increased enrollment at NAU and a generally larger share of students in the population.

TABLE 2.13
Households by Tenancy, 1980-1990

| Housing Status | 1980 | 1990 | Total Change | Percent of Total | |
|-------------------------|---------------|---------------|--------------|------------------|---------------|
| | | | | 1980 | 1990 |
| Owner-Occupied | 5,482 | 7,193 | 1,711 | 53.6% | 49.9% |
| Renter-Occupied | 4,742 | 7,224 | 2,482 | 46.4% | 50.1% |
| Total Households | 10,224 | 14,417 | 4,193 | 100.0% | 100.0% |

Source: U.S. Bureau of the Census, October 1991

According to the 1990 Census, there were a total of 16,313 dwelling units within the City of Flagstaff in 1990. Of this total, 14,417 were occupied, and 1,900 vacant, for an overall vacancy rate of 11.6 percent as shown in Table 2.14, *Existing Housing Units, 1990*. However, nearly half of the vacant units included seasonal, recreational, or occasional use. Excluding these units, the homeowner vacancy rate was 1.4 percent, and the rental vacancy rate was 6.2 percent, indicating a tight housing market overall. Based on the vacancy rates by unit type, the bulk of the single-family attached (townhouse) stock is held for seasonal use.

TABLE 2.14
Existing Housing Units, 1990

| Housing Type | Total Units | Percent Total Units | Total Occupancy | Percent Vacant |
|------------------------|---------------|---------------------|-----------------|----------------|
| Single-Family Detached | 7,915 | 48.5% | 7,331 | 7.4% |
| Single-Family Attached | 1,346 | 8.3% | 835 | 38.0% |
| Multi-Family | 5,268 | 32.3% | 4,629 | 12.1% |
| Mobile Home/Other | 1,784 | 10.9% | 1,622 | 9.1% |
| Total | 16,313 | 100.0% | 14,417 | 11.6% |

Source: U.S. Bureau of the Census, October 1991

Nearly 49 percent of the housing stock is single-family detached units, and another eight percent is single-family attached units as shown in Table 2.15, *Flagstaff Building Permits, 1981-1990*. A total of 32 percent of the housing stock is multi-family, with nearly 17 percent in structures between two and nine units, while 15 percent includes structures with 10 or more dwelling units. Finally, 11 percent of all housing units include mobile homes, trailers, or other housing types.

The median value for specified owner-occupied units is \$90,900, while the average value is \$104,100. The average rental rate is \$418 per month, and the median rent is \$409.

Over the last decade, an average of 556 new dwelling units were built per year in Flagstaff based upon building permit data. Between 1980 and 1990, an average of 285 single-family dwelling units and 271 multi-family dwelling units were built each year.

TABLE 2.15
Flagstaff Building Permits, 1981-1990

| Year | Single-Family | Multi-Family | Total |
|------------------|---------------|--------------|--------------|
| 1981 | 248 | 228 | 476 |
| 1982 | 156 | 194 | 350 |
| 1983 | 418 | 50 | 468 |
| 1984 | 391 | 100 | 491 |
| 1985 | 366 | 567 | 933 |
| 1986 | N/A | N/A | N/A |
| 1987 | 264 | 484 | 748 |
| 1988 | 295 | 152 | 447 |
| 1989 | 242 | 489 | 731 |
| 1990 | 189 | 175 | 364 |
| Total | 2,569 | 2,439 | 5,008 |
| 1981-90 Average | 285 | 271 | 556 |
| Percent of Total | 51% | 49% | |

Source: U.S. Bureau of the Census, C-40 Series, October 1991.

There are approximately 200 dwelling units within the Redevelopment Area, comprising about one percent of the total housing stock in the City. Of these, approximately 33 percent are apartment units, with the balance comprised of single-family detached, or in structures with two to four units. Approximately 75 percent of the dwelling units in the Redevelopment Area are south of Route 66.

Almost all of the residential units in the Redevelopment Area are in older structures; there has been little new construction or rehabilitation in the Redevelopment Area, with the exception of the new rental units in the recently completed Babbitt Bros. Trading Company building. Many of the dwelling units in the Redevelopment Area, particularly south of Santa Fe Avenue, are rental units, according to Coconino County Assessor's records. Interviews with local property management firms and realtors indicate that a substantial portion of rental units in the Redevelopment Area are rented to NAU students. There are virtually no vacant units in the southern portion of the Redevelopment Area during the school year, although the vacancy rate increases somewhat during the summer.

There are at least 20 dwelling units in the downtown core area (north of Route 66) that are located in above ground-level retail space. Interviews indicate that there is very little, if any, vacancy in these units, and that rents are approximately 15 percent higher than the overall city-wide median rental rate. The units in the Babbitt Bros. building, for example, are fully leased, and a waiting list exists for any of these units that are vacated. Rents for these units are approximately \$0.75 a square foot annually, or \$450 to \$500 per month. With the exception of the Babbitt Bros. building, the relatively high rents for downtown apartments are a function of desirable location, rather than the quality of the units. A majority of these dwelling units have not been significantly upgraded or renovated.

According to the Arizona Department of Economic Security, the population of Flagstaff is expected to increase by approximately 1,000 persons per year during the 1990's. Assuming that the average household size continues to decline to 2.7 and a normalized vacancy rate of five percent, the City would be expected to need approximately 1,650 new units between 1990 and 1995 and 2,200 units between 1995 and 2000, as shown in Table 2.16, *Housing Demand Forecasts, 1990-2000*. These forecasts are for permanent population growth and do not include recreation or seasonal units. The expected housing demand is forecast to be about equal between single-family and multi-family units.

TABLE 2.16
Housing Demand Forecasts, 1990-2000

| | 1990 | 1995 | 2000 |
|--------------------------|--------|-----------|-----------|
| Population | 45,857 | 49,615 | 55,817 |
| Population in Households | 39,658 | 43,165 | 48,561 |
| Average Household Size | 2.75 | 2.7 | 2.7 |
| Households | 14,417 | 15,987 | 17,985 |
| | | 1990-1995 | 1995-2000 |
| New Households | | 1,570 | 2,000 |
| Vacancy Factor (5%) | | 80 | 0 |
| Housing Demand | | 1,650 | 2,200 |
| Multi-Family (50%) | | 825 | 1,100 |

Source: Arizona Dept. of Economic Security and Hammer, Siler, George Associates, November 1991.

The rental housing market in Flagstaff is dominated by the student population generated by NAU located immediately south of the Redevelopment Area. In the City, 2,006 rental units, or 27.8 percent of total rental units, are occupied by renters aged 15 to 24 years. The fact that only 200 units are located in the Redevelopment Area is dictated by real estate factors including land availability and price, rather than market demand. From a market perspective, there is a pent-up demand for student-oriented apartment units in the immediate NAU area that could be accommodated in the southern portion of the Redevelopment Area. Approximately 20 percent of the multi-family housing demand could be accommodated in the Redevelopment Area, the majority of which should target apartments for the student population. This equates to 165 units from the Years 1990 to 1995 and 220 units from the Years 1995 to 2000 as shown in Table 2.17, *Downtown Housing Forecasts, 1990-2000*. There is also a relative lack of, and demand for, two-bedroom, two-bath and three-bedroom, two-bath units near the Downtown Area. Given the proximity to the university, these types of units would be very attractive to students and downtown workers, and could be accommodated through moderate-density redevelopment south of Route 66.

The apartment market in the downtown core also exhibits pent-up demand on a smaller scale. The Babbitt Building units were absorbed quickly and the limited number of upper-story units elsewhere in the downtown core are fully occupied, primarily with downtown workers and others attracted to a more urban living environment. The Downtown Area could absorb several additional building rehabilitations including second-story upper-level residential and loft units before the market is saturated. In fact, the market tendency for this type of space is self-generating. The more downtown housing that is built, the more popular living downtown becomes as a lifestyle alternative—albeit for a limited segment of the market, which in this case is middle-income, single professionals and childless couples. Approximately 25 to 35 units of such housing could easily be absorbed during each five-year period between the years 1990 and 2000.

TABLE 2.17
Downtown Housing Forecasts, 1990-2000

| | 1990-1995 | 1995-2000 |
|---------------------------------|------------|------------|
| New Apartments | 140 | 185 |
| Rehab/Upper Story | 25 | 35 |
| Total Multi-Family Units | 165 | 220 |

Source: Hammer, Siler, George Associates, November 1991

2.6.2 Office Market

There is approximately 265,000 square feet of multi-tenant office space in the greater Downtown Area (between Butler Avenue and Columbus Avenue). Within the Redevelopment Area, approximately 168,000 square feet, or 63 percent of the total currently exists. The largest multi-tenant office buildings in the Redevelopment Area are shown in Table 2.18, *Major Multi-Tenant Office Buildings*.

TABLE 2.18
Major Multi-Tenant Office Buildings

| Building | Square Feet |
|---------------------------|--------------------|
| Security Pacific Building | 37,000 |
| The Ice House | 30,000 |
| Masonic Temple | 12,000 |
| Federal Building | 11,000 |
| Total | 90,000 |

Source: Vanlandingham and Associates, November 1991.

Since 1989, the office market has been strengthening, with a current office vacancy rate of five to ten percent. Office lease rates have also increased, with prime space leasing for \$12.00 to \$13.50 a square foot, up from \$11.00 to \$12.00 a year ago. Less-than-prime space can be leased for \$7.00 to \$8.00 a square foot in the Downtown Area.

In addition to multi-tenant space, there are also a number of single tenant offices, primarily in the area between Cherry and Columbus Avenues, and Humphreys and Agassiz Streets. Several single-family residences north of the downtown core area have been converted to office space, and a number of small office buildings have been built in a residential style, particularly for insurance, real estate, business services, and health services uses. This conversion and development is occurring for a variety of reasons including a lack of quality office space in the downtown core, the desirability of a location between downtown and the medical complex, and price sensitivity.

Over the past 10 years, an annual average of approximately 8,000 square feet has been added to the greater downtown office inventory. Most of the new construction has been in buildings of 6,000 to 8,000 square feet, primarily north of the downtown core. Approximately 5,000 to 7,000 square feet of competitive office space can be absorbed on an annual basis over the next 10 years, equalling 50,000 to 70,000 square feet overall. Within this total, there are opportunities for new office buildings downtown particularly if a major anchor tenant such as a law firm or bank is signed. There are also opportunities for infill office construction

and/or rehabilitation of existing buildings in the downtown core similar to the McClennan Law Firm building on the Babbitt block.

2.6.3 Retail and Services Market

Historically, retail space in downtown Flagstaff has been concentrated within the area bounded by Route 66, Humphreys Street, Birch Avenue, and Agassiz Street, with Route 66, San Francisco Street, Leroux Street, and Aspen Avenue defining the core.

As in many communities, the downtown retail area has declined in importance over the last 30 years. First, the grocery stores left downtown and built larger supermarkets as anchors in neighborhood shopping centers serving new suburban residential development. Downtown's department, appliance and furniture stores then opened suburban stores, further eroding downtown's market share. Finally, with the development of the Flagstaff Mall a decade ago, Sears and J.C. Penney left downtown. Since then, Babbitts, the last remaining downtown department store, and Newberry's have closed as well. At this time, there are no general merchandise stores remaining in downtown Flagstaff.

Over the last several years, the beginning of a rebirth has occurred as a new mix of more specialized retail businesses have moved into downtown. Further, the development of additional retail and eating and drinking establishments south of the train station along San Francisco and Beaver Streets has expanded the traditional boundaries of downtown and added to the variety of the downtown retail mix.

For the purpose of analysis, retail goods and retail stores are separated into major groupings based on shopping patterns and trade area characteristics. First, there are convenience goods, which include grocery and other food stores, drug stores and liquor stores. Convenience goods stores are predominant in neighborhood shopping centers anchored by a supermarket.

The second grouping, shopper's goods, are generally higher priced, less frequently purchased items with greater differentiation in terms of price, quality and features. In general, people are more likely to comparison shop for shopper's goods and are willing to travel further to buy them. Shopper's goods include the bulk of the merchandise that is primarily sold by the following store types:

- General merchandise, including department and variety stores;
- Apparel and accessories stores, including men's, women's and children's apparel, and shoe stores;
- Furniture and home furnishings; and
- Miscellaneous shopper's goods, which includes books, stationery, gifts, records and tapes, florists, arts and crafts stores and galleries, luggage and leather goods, sporting goods, hobbies, toys and games, cameras and photographic equipment.

A third category, eating and drinking establishments, is classified separately. Businesses in this category exhibit some of the characteristics of convenience establishments in that many

restaurant expenditures are made at establishments close to home on a frequent basis. However, some higher quality restaurants, which are more unique in the marketplace, can successfully appeal to a wider segment of the market.

There are other businesses that do not fit into these categories or exhibit the same trade area characteristics. These businesses include automotive sales, gasoline and service stations, building materials, and non-store retail sales. These store categories are usually not a focus of downtown retail studies and will not be discussed in the analysis and forecasts, except as a component of city-wide retail sales trends.

City-wide retail sales have been increasing steadily over the last four years. Sales for retail goods increased from \$553.9 million in 1987 to \$635.4 million in 1990, an increase of nearly 15 percent. Store categories which experienced the greatest absolute increases were grocery stores (\$33.6 million); general merchandise (\$19.9 million); and restaurants (\$16.1 million). Store categories which experienced the greatest absolute decreases over the same period included building materials (down \$12.4 million); miscellaneous shoppers goods (down \$6.5 million) and drug and shoe stores (down \$1.0 million and \$537,000, respectively). Citywide retail sales are shown in Table 2.19, *Flagstaff Retail Sales, 1987-1990*.

In the convenience goods category, grocery stores (supermarkets) continue to grow larger, carrying products such as pharmacy goods, cards, liquor, flowers, and deli items that were previously found in smaller stores and reflect the decline in sales in these store categories. In shopper's goods, the growth of discount department stores—and in Flagstaff, the entry of WalMart into the market—has impacted the business of specialty, apparel, shoe, building material, and hardware stores.

Downtown retail sales for these types of retail goods grew by 25 percent between 1987 and 1990, producing an annual growth rate of nearly eight percent, as shown in Table 2.20, *Downtown Retail Sales*. Downtown's share of the City's retail sales for convenience goods, eating and drinking places and shoppers goods increased from 6.5 percent to 6.8 percent between 1987 and 1990.

Convenience goods retail sales have continued to decline in downtown Flagstaff. There are no drug or grocery stores in the Downtown Area. A natural foods store left downtown in 1989, and a specialty foods store closed in 1991. As a result, downtown convenience goods sales dropped by nearly half between 1987 and 1990.

Eating and drinking place sales, however, more than doubled during that period, increasing from \$3.7 million to \$6.0 million. Most of this growth represents strengthening sales in existing restaurants, rather than new restaurants being opened in downtown, although a few new eating places have opened since 1987. Downtown's share of citywide eating and drinking place sales increased from 5.9 percent in 1987 to 7.6 percent in 1990.

TABLE 2.19
Flagstaff Retail Sales, 1987-1990

| | City-wide Retail Sales (\$000) | | Change 1987-1990 | | Annual Percent Change |
|----------------------------|-----------------------------------|---------------|------------------|---------|-----------------------------|
| | 1987 | 1990 | Absolute | Percent | |
| <i>Convenience Goods</i> | | | | | |
| Drug | \$ 15,996,677 | \$ 14,953,469 | (\$ 1,043,208) | -6.5% | -2.2% |
| Grocery | 91,421,284 | 124,983,077 | 33,561,793 | 36.7% | 11.0% |
| Liquor | 2,804,026 | 2,331,881 | (472,145) | -16.8% | -6.0% |
| Convenience Total | \$110,221,987 | \$142,268,427 | \$ 32,046,440 | 29.1% | 8.9% |
| <i>Eating and Drinking</i> | | | | | |
| Eating | \$ 60,537,328 | \$ 76,685,131 | \$ 16,147,803 | 26.7% | 8.2% |
| Drinking | 2,195,708 | 2,855,914 | 660,206 | 30.1% | 9.2% |
| Eating/Drinking Total | \$ 62,733,036 | \$ 79,541,045 | \$ 16,808,009 | 26.8% | 8.2% |
| <i>Shopper's Goods</i> | | | | | |
| General Merchandise | \$51,784,345 | \$ 71,726,610 | \$ 19,942,265 | 38.5% | 11.5% |
| Apparel & Accessories | 16,218,280 | 20,210,986 | 3,992,706 | 24.6% | 7.6% |
| Men/Women/Child | 9,547,544 | 14,077,350 | 4,529,806 | 47.4% | 13.8% |
| Shoes | 6,670,736 | 6,133,636 | (537,100) | -8.1% | -2.8% |
| Furniture | 19,884,536 | 21,858,781 | 1,974,245 | 9.9% | 3.2% |
| Misc. Goods | 78,815,201 | 72,309,838 | (6,505,363) | -8.3% | -2.8% |
| Shopper's Goods Total | \$166,702,362 | \$186,106,215 | \$ 19,403,853 | 11.6% | 3.7% |
| TOTAL | \$339,657,385 | \$407,915,687 | \$ 68,258,302 | 20.1% | 6.3% |
| <i>Other Retail</i> | | | | | |
| Automotive | \$ 85,770,374 | \$ 97,668,813 | \$ 11,898,439 | 13.9% | 4.4% |
| Gasoline Stations | 62,641,234 | 75,442,956 | 12,801,722 | 20.4% | 6.4% |
| Building Materials, etc. | 64,561,028 | 52,083,888 | (12,477,140) | -19.3% | -6.9% |
| Non-Store | 1,249,058 | 2,283,336 | 1,034,278 | 82.8% | 22.3% |
| Other Retail Total | \$214,221,694 | \$227,478,993 | \$ 13,257,299 | 6.2% | 2.0% |
| GRAND TOTAL | \$553,879,079 | \$635,394,680 | \$ 81,515,601 | 14.7% | 4.7% |

Source: Flagstaff Sales Tax Division and Hammer, Siler, George Associates, November 1991

TABLE 2.20
Downtown Retail Sales

| | Downtown Retail Sales | | | | Change 1987-1990 | | Annual Percent Change |
|-----------------------------------|-----------------------|--------------|--------------|--------------|------------------|---------|-----------------------------|
| | 1987 | 1988 | 1989 | 1990 | Absolute | Percent | |
| | | | | | | | |
| <i>Convenience Goods</i> | | | | | | | |
| Drug | \$ 0 | \$ 0 | \$ 0 | \$ 0 | \$ 0 | 0.0% | 0.0% |
| Grocery | 436,160 | 468,867 | 701,067 | 219,448 | (216,712) | -49.7% | -20.5% |
| Liquor | 1,049,659 | 1,054,792 | 657,950 | 559,648 | (490,011) | -46.7% | -18.9% |
| Convenience Total | \$ 1,485,819 | \$ 1,523,659 | \$ 1,359,017 | \$ 779,096 | (\$706,723) | -47.6% | -19.4% |
| <i>Eating and Drinking Places</i> | | | | | | | |
| Eating | \$ 3,352,263 | \$ 3,914,561 | \$ 4,408,619 | \$ 5,117,863 | \$ 1,765,600 | 52.7% | 15.1% |
| Drinking | 330,648 | 371,158 | 698,543 | 926,682 | 596,034 | 180.3% | 41.0% |
| Eating/Drinking Total | \$ 3,682,911 | \$ 4,285,719 | \$ 5,107,163 | \$ 6,044,545 | \$ 2,361,634 | 64.1% | 18.0% |
| <i>Shopper's Goods</i> | | | | | | | |
| General Merchandise | \$ 1,873,905 | \$ 1,631,376 | \$ 1,521,362 | \$ 1,403,408 | (\$470,497) | -25.1% | -9.2% |
| Apparel & Accessories | 2,868,980 | 3,465,054 | 3,867,378 | 4,079,069 | 1,210,089 | 42.2% | 12.4% |
| Men/Women/Child | 2,868,980 | 3,465,054 | 3,867,378 | 4,079,069 | 1,210,089 | 42.2% | 12.4% |
| Shoes | 0 | 0 | 0 | 0 | 0 | 0.0% | 0.0% |
| Furniture | 3,444,641 | 3,444,070 | 3,369,356 | 3,323,103 | (121,538) | -3.5% | -1.2% |
| Misc. Shopper's Goods | 8,869,998 | 10,229,611 | 11,691,177 | 12,242,224 | 3,372,226 | 38.0% | 11.3% |
| Shopper's Goods Total | \$17,057,524 | \$18,770,111 | \$20,449,273 | \$21,047,804 | \$3,990,280 | 23.4% | 7.3% |
| TOTAL | \$22,226,254 | \$24,579,489 | \$26,915,453 | \$27,871,445 | \$5,645,191 | 25.4% | 7.8% |

Source: Flagstaff City Sales Tax Division and Hammer, Siler, George Associates, November 1991

Changes in the shopper's goods sales show the evolution of the downtown retail base. Between 1987 and 1990, both general merchandise and furniture store sales declined. Newberry's, for instance, closed during the last year. However, apparel, accessory and miscellaneous shopper's goods stores sales grew substantially, indicating downtown's shift to a more specialized shopping district. Apparel and accessory stores increased by \$1.2 million between 1987 and 1990, or 42 percent. In fact, downtown apparel stores accounted for 29 percent of apparel sales in 1990 and 30 percent of the growth over the last three years.

Miscellaneous shopper's goods sales in downtown increased by \$3.4 million between 1987 and 1990, or 38 percent. This increase is contrary to the citywide sales trend for these types of stores, which has declined since 1987. One reason for the citywide decline is that many of these types of goods are now being carried by, and purchased at, grocery stores and discount and department stores, rather than in individual specialty stores. Many downtown specialty stores, on the other hand, have developed a specialized niche tapping a citywide customer base and/or are tapping the visitor market. As a result, the downtown share of citywide miscellaneous shopper's goods sales increased from 11 percent in 1987 to 17 percent in 1990.

On a sales-per-square-foot basis, the strengthening downtown retail structure is evident as well. (Because of changes in the convenience goods inventory since 1989, this category was omitted for disclosure reasons.) Sales for eating and drinking places increased from \$142 a square foot in 1989 to \$168 per square foot in 1990. Apparel store sales increased from \$254 to \$268 per square foot during that year, and miscellaneous shopper's goods grew from \$227 to \$238 a square foot. On a per-square-foot basis, general merchandise and furniture declined: from \$68 to \$62 for general merchandise, and from \$290 to \$286 for furniture. Overall, the shopper's goods category increased from \$203 to \$209 per square foot. Sales per square foot by store category for 1989 and 1990 are shown in Table 2.21, *Retail Sales per Square Foot, Downtown Flagstaff*.

TABLE 2.21
Retail Sales per Square Foot, Downtown Flagstaff

| | Sales | Square Feet | Sales/Square Foot | |
|--------------------------|---------------------|------------------|-------------------|--------------|
| | | | 1989 | 1990 |
| Eating and Drinking | \$ 6,044,500 | 35,900 | \$142 | \$168 |
| Shopper's Goods | | | | |
| General Merchandise | 1,403,400 | 22,500 | 68 | 62 |
| Apparel | 4,079,100 | 15,200 | 254 | 268 |
| Furniture | 3,323,100 | 11,600 | 290 | 287 |
| Miscellaneous | 12,242,200 | 51,400 | 227 | 238 |
| Subtotal Shopper's Goods | \$21,047,800 | 100,700 | \$203 | \$209 |
| TOTAL RETAIL | \$27,092,300 | \$136,600 | \$187 | \$198 |

Source: Flagstaff City Sales Tax Division and Hammer, Siler, George Associates, November 1991.

These sales-per-square-foot figures, while improving, mask the fact that some retail businesses are doing very well while others are not. Those that are doing well have developed market niches, for example, stores that appeal to visitors, area residents, or NAU students. They are not trying to compete head-on with stores at the Flagstaff Mall or with the national discounters.

The downtown retail space rent structure also reflects this variance. Rental rates range from \$3.00 per square foot to \$14.00 and average about \$7.50 as shown in Table 2.22, *Downtown Store Rental Rates*. Rent (as a percent of sales) ratios range from two to seven percent and average five percent.

TABLE 2.22
Downtown Store Rental Rates

| Store Size (Sq. Ft.) | Rent per Net Sq. Ft. | Rent as Percent of Net Sales |
|-------------------------|-------------------------|---------------------------------|
| 400 - 1,000 | \$3.50 - \$14.00 | 3% - 5% |
| 1,000 - 3,500 | \$3.00 - \$10.00 | 2% - 7% |
| Average | \$7.50 | 5% |

Source: Flagstaff Downtown Merchant Survey and
Hammer, Siler, George Associates, November 1991.

There have been several recent building renovations that are driving rents higher. In general, these spaces are being occupied by smaller businesses with higher sales volumes which support rehabilitated space and higher rents. The success of the new retail development at 111 East Route 66—fully leased at rates of \$13.00 to \$14.00 a square foot—indicates that there is demand for quality, well-located small store space in downtown Flagstaff.

The primary short-term market for downtown retail space will continue to focus on the renovation of existing buildings, creating smaller retail spaces and higher rents downtown. There are notable large spaces such as the Newberry Building that could be smaller retail space or even become non-retail uses. It is also likely that some other less successful businesses will be forced out of higher rents. Rents of \$12.00 to \$14.00 for prime rehabilitated space does suggest that some limited new retail space construction is supportable. Any new space in the downtown core should target small specialty store uses.

Real sales growth (above inflation) for eating and drinking places and shopper's goods stores has averaged 4.6 percent since 1987. Given the low vacancy rate in downtown and continued moderate growth (three to five percent annually in constant 1990 dollars) in retail sales, new construction may be justified in downtown within the next three to four years. However, if a single tenant for the Newberry building cannot be found, and it were renovated into multi-

tenant spaces, it would likely absorb all expected demand for small and moderate-sized space through 1995. Retail space absorption forecasts are shown in Table 2.23, *Retail Space Projections, 1990-2000*.

TABLE 2.23
Retail Space Projections, 1990-2000

| | Sales at 3.0% Ann. Inc. | Supportable Sq. Ft. at \$200 per Sq. Ft. | Sales at 4.0% Ann. Inc. | Supportable Sq. Ft. at \$200 per Sq. Ft. | Sales at 5.0% Ann. Inc. | Supportable Sq. Ft. at \$200 per Sq. Ft. |
|-------------------|-------------------------------|---|-------------------------------|---|-------------------------------|---|
| Change, 1990-1995 | \$4,315,101 | 21,576 | \$5,869,625 | 29,348 | \$7,485,103 | 37,426 |
| Annual | \$863,020 | 4,315 | \$1,173,925 | 5,870 | \$1,497,021 | 7,485 |
| Change, 1995-2000 | \$5,002,385 | 25,012 | \$7,141,297 | 35,706 | \$9,553,099 | 47,765 |
| Annual | \$1,000,477 | 5,002 | \$1,428,259 | 7,141 | \$1,910,620 | 9,553 |

Source: Hammer, Siler, George Associates, November 1991

2.6.4 Lodging Market

Over the past several years, the lodging market in Flagstaff has experienced a transition, with several new lodging establishments being constructed. These new establishments have been at the upper end of the local lodging market, and as a result, their impact is primarily on older, smaller establishments which are increasingly non-competitive in the changing market.

There are an estimated 3,800 hotel and motel rooms in the Flagstaff market. At least 10 new lodging establishments have been added since 1985, representing 40 percent of the room base.

The number of first-class, full-service hotels has doubled from three to six, and the total available rooms increased from 499 to 790. Despite the increase in rooms, occupancy rates have remained steady, between 70 and 72 percent on an annual basis. These hotels experience 100 percent occupancy during the prime summer season. Average room rates have steadily increased, from less than \$56.00 in 1985 to more than \$62.00 in 1990, as shown in Table 2.24, *First Class/Full Service Hotel Occupancy and Price*. For comparative purposes, the average annual occupancy rates in 1990 in Phoenix and Tucson for full-service hotels were 63.5 percent and 64 percent, respectively. The average room rate in Phoenix was \$65.50, while in Tucson the rate was \$53.25 for full service, first class hotels.

Business distribution for full-service hotels has shifted somewhat over the last five years, with increasing levels of tourist business. Nearly 73 percent of the increase in room nights has been tourist business. The tourist share has increased from 48 percent in 1985 to 57 percent of total business in 1990. Commercial business declined from 23 percent to 18 percent, and group business decreased from 29 percent to 25 percent over the same period.

TABLE 2.24

First Class/Full Service Hotel Occupancy and Price

| | Hotels | Room Nights | | Average Daily Demand | Occupancy | Business Distribution | | Comm | Group | Tourist |
|------|--------|-------------|---------|----------------------------|-----------|--------------------------|-----|------|-------|---------|
| | | Rooms | Supply | | | Rate | | | | |
| 1985 | 3 | 499 | 182,135 | 132,769 | 72.9% | \$55.75 | 23% | 29% | 48% | |
| 1986 | 3 | 499 | 182,135 | 129,816 | 71.3% | \$57.83 | 23% | 29% | 48% | |
| 1987 | 4 | 597 | 217,905 | 155,259 | 71.3% | \$57.61 | 23% | 29% | 48% | |
| 1988 | 5 | 716 | 261,340 | 182,555 | 69.9% | \$58.71 | 19% | 25% | 56% | |
| 1989 | 5 | 760 | 277,400 | 194,546 | 70.1% | \$60.58 | 18% | 25% | 57% | |
| 1990 | 6 | 790 | 288,350 | 209,000 | 72.5% | \$62.25 | 18% | 25% | 57% | |

Source: Laventhol and Horwath, November 1991.

The healthy performance of first-class hotels has been at the expense of the limited service, economy segment of the market, historically the heart of the Flagstaff lodging market. This segment represents an estimated 75 percent of the total room base. Average occupancy figures have dropped from a peak of 76 percent in 1987 to 63 percent in 1990. The average daily room rate, however, has increased steadily, from \$31.00 in 1985 to nearly \$39.00 in 1990, as shown in Table 2.25, *Limited Service/Economy Hotel Occupancy and Price*.

TABLE 2.25

Limited Service/Economy Hotel Occupancy and Price

| | Hotels | Room Nights | | Average Daily Demand | Occupancy | Business Distribution | | Comm | Group | Tourist |
|------|--------|-------------|---------|----------------------------|-----------|--------------------------|-----|------|-------|---------|
| | | Rooms | Supply | | | Rate | | | | |
| 1985 | 18 | 1,599 | 583,635 | 439,477 | 75.3% | \$31.34 | 22% | 4% | 74% | |
| 1986 | 18 | 1,629 | 594,585 | 452,479 | 76.1% | \$32.67 | 23% | 5% | 72% | |
| 1987 | 19 | 1,643 | 599,695 | 458,767 | 76.5% | \$34.49 | 22% | 8% | 70% | |
| 1988 | 19 | 1,700 | 620,500 | 457,929 | 73.8% | \$35.96 | 19% | 8% | 73% | |
| 1989 | 20 | 1,752 | 639,480 | 465,541 | 72.8% | \$38.29 | 19% | 8% | 73% | |
| 1990 | 25 | 2,151 | 785,115 | 497,000 | 63.3% | \$38.75 | 19% | 8% | 73% | |

Source: Laventhol and Horwath, November 1991.

Most of the lodging establishments in Flagstaff are on Interstate 40, Milton Road, or Route 66. Most of the new construction has been on or near Milton Road. Route 66 lodging establishments are primarily older, smaller motels developed more than 20 years ago to serve the highway tourist court market before Interstate 40 was constructed.

The inventory of lodging rooms in the Redevelopment Area is limited. Lodging establishments include:

| | |
|--------------------------|--------------|
| The Monte Vista Hotel | 35 rooms |
| The Highland Country Inn | 42 rooms |
| Du Beau Motel | Youth Hostel |
| The Downtowner Hotel | Youth Hostel |
| The Weatherford Hotel | Youth Hostel |

The Monte Vista is currently undergoing renovation after several years of deferred maintenance. The Du Beau, Downtowner and the Weatherford all cater to the hostel market and are low cost lodging options for budget-conscious travelers. There are also five or six bed and breakfast establishments located in the residential districts surrounding the Redevelopment Area.

There are no first-class hotels in the Redevelopment Area, nor are there any new economy lodging establishments. While the Monte Vista has the potential to be marketed as a small, unique inn, the limited number of rooms precludes any significant group or conference business.

Lodging establishments in Flagstaff are at or near full capacity during the peak summer months, and in fact limited service/economy establishments turn away substantial demand during these months. Much more limited off-season demand may not make hotel construction in the Downtown Area viable without additional sources of demand to improve overall occupancy and to distinguish the hotel in the larger market.

Downtown hotels are generally more dependent on the commercial business traveller and the convention and meeting market. They also require higher average room rates to be buildable given the higher land costs in downtown and greater levels of amenities necessary in a business-oriented hotel. The greatest potential for a downtown hotel would be joint development with a publicly constructed or supported convention center which would provide a generator for convention and banquet business for the hotel and a valuable incentive to locate in downtown.

2.6.5 Public and Private Meeting Facilities

While several hotels currently contain limited meeting facilities, the two largest private conference facilities in Flagstaff include Little America and Woodlands Plaza Hotel, which each contain approximately 6,000 square feet of conference/meeting space. Both of these facilities can accommodate groups of a maximum of 400-500 for meetings, receptions and conferences, although neither has the room capacity to support groups of this size exclusively in-house. Summer is the peak meeting time in Flagstaff, with moderately strong "shoulder seasons" of mid-March through May and September through mid-November. It is estimated that approximately 90 percent of meetings are either state or local groups. Both facilities are nearly fully occupied during the summer months; the meeting facilities are well below capacity during the off-season.

The DuBois Conference Center at NAU also hosts meetings and conferences, but attracts a specific and different market than the private facilities. Conferences at NAU are primarily groups which are youth-oriented—religious youth groups, cheerleading camps, other youth organizations—and/or are very cost sensitive and amenable to staying in dormitories. Conferences are held exclusively during the summer months; typically, the annual number of attendees at conferences on the NAU campus ranges from 11,000 to 15,000 between June and mid-August. Most of the conferences have between 100 and 300 attendees, with one or two annually attracting more than 1,000 attendees. According to conference center management, there is very little competition between NAU and the private meeting facilities—in other words, for most conferences NAU competes with other universities, not with other conference and meeting facilities in Flagstaff.

Nevertheless, based on Flagstaff's size and geographic location, it is well positioned to capture a share of the state and local association market which tends to rotate around the state for its annual meetings. It is also a desirable getaway location for Phoenix-based groups during the spring, summer, and fall meeting seasons. Additionally, compared to other cities its size, it is lacking in convention and meeting space.

An additional convention facility would be supportable in the Downtown Area. Based on comparable facilities, the meeting facilities should range from 30,000 to 40,000 square feet including flat floor and meeting and break-out rooms. As discussed above, this convention facility would need public financial support and should be built adjacent to a meeting-oriented hotel facility.

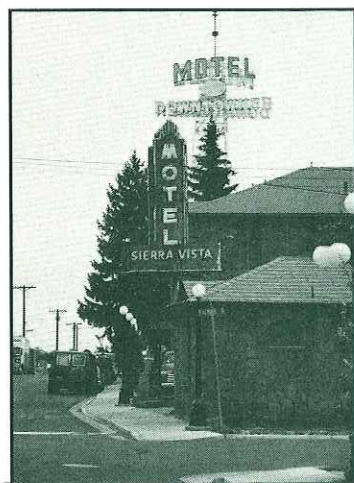
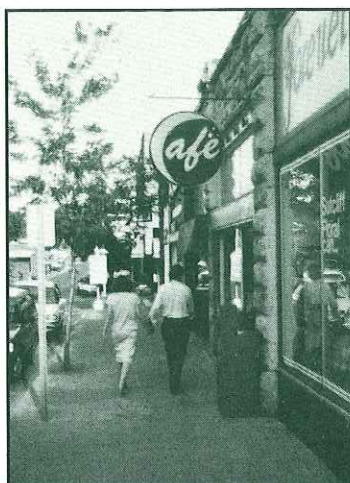
There have also been community discussions regarding the need for public assembly space for concerts and performances as well as for consumer shows and exhibits. Many smaller communities have combined the need for a performing arts theater, arena, exhibit hall, and conference and meeting rooms into a multi-functional facility that includes some or all of these spaces. These civic centers are built to provide a venue for civic and cultural functions and as a facility to attract convention business as an economic development investment. The market feasibility for, and size and components of, a civic/conference center facility require detailed analysis and study including financing considerations and alternatives. There is a need for and market potential for some combination of public cultural and convention facilities in Flagstaff. The logical location for these public facilities is in downtown—the focal point of the City.



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lagstaff

Redevelopment
Area
Designation
and
Redevelopment
Area
Plan



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Introduction

Section 2:
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Section 3:
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Section 3 **Redevelopment Area Plan Elements and Economic Program**

The Redevelopment Area Plan Elements and Economic Program of the **Flagstaff Redevelopment Area Designation and Redevelopment Area Plan** has been prepared to justify and describe the area, provide plans, and identify programs and implementation projects to enhance, revitalize and redevelop the Redevelopment Area Plan. The Redevelopment Area Plan is presented in the following five sections:

- Land Use Plan Element
- Circulation Plan Element
- Public Facilities Plan Element
- Urban Design Plan Element
- Redevelopment Area Economic and Financial Program

These five sections were created based on the analysis and recommendations presented in the Area Assessment and the applicable policies contained in the *Growth Management Guide* to provide consistency between these planning efforts. Each section is briefly described below and is more fully addressed in the following pages.

The *Land Use Plan Element* section includes land use definitions, a description of the Plan and its composition of land use types, a series of strategies, a process to amend the Plan, and a listing of potential implementation projects.

The *Circulation Plan Element* section includes the classification of Redevelopment Area roadways, a description of public parking opportunities; public transit system service; non-vehicular path systems for bicyclists and pedestrians; and a listing of potential implementation projects.

The *Public Facilities Plan Element* section includes a description of the public/semi-public land uses located in the Redevelopment Area including municipal facilities, public safety facilities, educational facilities, recreational facilities, religious facilities, public facilities and a listing of potential implementation projects.

The *Urban Design Plan Element* section includes a description and location of the various urban design treatments to be utilized within the Redevelopment Area and a listing of potential implementation projects.

The *Redevelopment Area Plan Economic and Financial Program* section includes a description of the city, state and federal implementation resources available to achieve the Plan elements of the Redevelopment Area Plan.

3.1 Land Use Plan Element

The Land Use Plan Element defines the use, type and intensity of the recommended land uses to be located within the Redevelopment Area and has been prepared to be consistent with the goals and policies identified in the *Growth Management Guide*. The Land Use Plan Element is presented in the following six subsections:

- Land Use Plan Element Definitions
- Land Use Plan Element Description
- Land Use Plan Element Composition
- Land Use Plan Element Strategies
- Land Use Plan Element Amendment and Updating Process
- Land Use Plan Element Implementation Projects

3.1.1 Land Use Plan Element Definitions

The definitions of the Land Use Plan Element have been developed to provide ease in usage and understanding the intent envisioned for the recommended designations. The definitions for each of the eight land use categories are presented below.

a) *Medium Density Residential*

Medium density residential land use (6–12 DU/AC) is recommended for areas where the neighborhood fabric should be retained, enhanced and revitalized. These areas should be buffered from vehicular traffic, railroad noise and heavy commercial or industrial uses. Ancillary land uses that are compatible with medium density residential include lodging (bed and breakfast), commercial, office (if utilizing converted residences), public/semi-public and park and open space uses. The development requirements of medium density residential land use shall be regulated by the *Land Development Code*.

b) *High Density Residential*

High density residential land use (12+ DU/AC) is recommended for areas where apartment uses or upper story residential rehabilitation is warranted to create a mixed use downtown and to satisfy the housing demand of NAU. These areas should be located adjacent to vehicular facilities (if adequately buffered), employment and public/semi-public land uses.

Residential densities for high density projects may exceed the City's *Land Development Code*, but only if the project is to be developed with affordable housing. Ancillary land uses that are compatible with high density residential include medium density residential (6–12 DU/AC), commercial and office uses. Lower density residential and medium density residential uses may be compatible if well buffered (i.e., open space, roadway) and on-site generated traffic does not negatively impact the lower density residential area. The development requirements of high density residential land use shall be regulated by the City's *Land Development Code*.

c) Lodging

Lodging land use is recommended for areas where hotels are economically viable and assist in retaining downtown business and tourist patronage. These areas should be located adjacent to employment, commercial or recreational activities. Lodging land uses may retain the first or second floor of a building for commercial and/or office uses while utilizing the remaining floors for lodging space. Ancillary land uses that are compatible with lodging facilities include office, commercial, high density residential, public/private parking facilities, public/semi-public and park and open space uses. The development requirements of lodging land use shall be regulated by the City's *Land Development Code*.

d) Commercial

Commercial land use is recommended to be contained in large nodes or cores to condense the retail commercial areas into small, definable areas that are easily accessible by pedestrians, bicyclists and motorists. The addition of future retail commercial space or commercial space conversion should enhance the existing core areas located in the Redevelopment Area. Ancillary land uses that are compatible with the commercial designation include office, high density residential, lodging, public/semi-public, public/private parking facilities, and park and open space uses. The development requirements of commercial land use shall be regulated by the City's *Land Development Code*.

e) Office

Office land use is recommended for areas where a transition between residential and commercial uses are appropriate and located surrounding, and adjacent to, commercial, city and county municipal cores of the downtown to capitalize on their proximity, accessibility and mutual support. Ancillary land uses that are compatible with office facilities include high density residential, commercial, public/private parking facilities, and public/semi-public uses. The development requirements of office land use shall be regulated by the City's *Land Development Code*.

f) Industrial

Industrial land use is only recommended for the AT&SF switching facilities to accommodate this existing use. If the railroad decides that the switching facilities may be better served in another area, this area should be considered for redevelopment. Ancillary land uses that are compatible with industrial uses include park and recreation, public/semi-public, public/private parking facilities, office and commercial uses. The development requirements of industrial land use shall be regulated by the City's *Land Development Code*.

g) Public/Semi-Public

Public/Semi-Public land use is recommended for areas adjacent to existing public/semi-public facilities (i.e., civic complex, church facilities) or other more intensive uses that require a land use buffer between less intensive uses. Ancillary land uses that are compatible with public/semi-public uses include medium and high density residential, commercial, office,

industrial, public/private parking facilities, and park and recreation uses. The development requirements of public/semi-public land use shall be regulated by the *Land Development Code*.

h) Park and Open Space

Park and Open Space land use is recommended for areas adjacent to existing park and recreation areas or areas that are environmentally constrained (i.e., Rio De Flag) for future development that provides recreation or an open space amenity for Redevelopment Area residents, workers and tourists. Ancillary land uses that are compatible with park and recreation uses include public/semi-public, industrial, office, commercial, lodging and high and medium density residential. The development requirements of park and open space land use shall be regulated by the *Land Development Code*.

3.1.2 Land Use Plan Element Description

The Land Use Plan Element was developed in response to the inventory and analysis presented in Section 2.0, Area Assessment, and the policies presented in the *Growth Management Guide*. The Land Use Plan Element contains a full complement of residential, employment and other ancillary land uses as shown on Figure 3-1, *Land Use Plan*. These recommended uses do not supersede the existing zoning illustrated in the *Land Development Code*, as existing zoning will remain in effect until such time that formal applications for rezoning, variances and conditional uses are requested or result from substantial change in the status (i.e., fire, flooding, etc.) of the property. The land uses contained within the Land Use Plan include medium density residential, high density residential, lodging, commercial, office, industrial, public/semi-public and park and open space uses which are described below.

a) Medium Density Residential, MDR

Medium Density Residential uses are located in five neighborhoods throughout the Redevelopment Area including the neighborhood between Cherry and Dale Avenues; the neighborhood located between Birch and Cherry Avenues and west of Humphreys Street; the neighborhood located south of the railroad tracks and west of Milton Road; the neighborhood located south of Cottage Avenue and west of San Francisco Street; and the neighborhood located south of Cottage Avenue and east of San Francisco Street. The neighborhood located between Cherry and Dale Avenues is recommended for medium residential density residential based on its historic use and its function as the residential transition area for the stable residential areas located to the north.

The neighborhood located between Birch and Cherry Avenues, east of Humphreys Street is recommended to be retained as medium density residential with the allowance for office conversions as long as the architectural character of the structure is maintained (based on its location within the Townsite Historic Residential District) and the impacts associated with increased parking requirements do not cause negative impacts to adjacent residential structures.

The neighborhood located south of the railroad tracks and west of Milton Road is recommended to remain as medium density residential based on the change in topography from

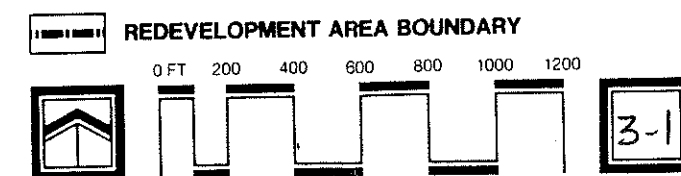
FLAGSTAFF REDEVELOPMENT AREA DESIGNATION AND REDEVELOPMENT PLAN

CITY OF FLAGSTAFF, ARIZONA

LAND USE PLAN

- MDR** MEDIUM DENSITY RESIDENTIAL
(6-12 DU/AC)
- MDR/L** MEDIUM DENSITY RESIDENTIAL/LODGING
(6-12 DU/AC)
- MDR/O** MEDIUM DENSITY RESIDENTIAL/OFFICE
(6-12 DU/AC)
- HDR** HIGH DENSITY RESIDENTIAL
(12+ DU/AC)
- HDR/O** HIGH DENSITY RESIDENTIAL/OFFICE
(12+ DU/AC)
- L** LODGING
- L/C** LODGING/COMMERCIAL
- C** COMMERCIAL
- C/O** COMMERCIAL/OFFICE
- C/O
P/SP** COMMERCIAL/OFFICE/PUBLIC/SEMI-PUBLIC
- O** OFFICE
- I** INDUSTRIAL
- P/SP** PUBLIC/SEMI-PUBLIC
- P** PARK AND OPEN SPACE

SOURCE: BRW, INC.



PLANNING TRANSPORTATION ENGINEERING URBAN DESIGN
BRW, INC. 2700 N. CENTRAL SUITE 1000 PHOENIX, ARIZONA 85004

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Milton Road to Park Street and its adjacency to predominantly medium density residential located west of Park Street.

The neighborhood located south of Cottage Avenue and west of San Francisco Street is recommended to be retained as medium density residential based on the existing pattern of residential development, the need for residential use within the Redevelopment Area, and within close proximity to NAU, and other public/semi public (i.e., Guadalupe Catholic Church, Flagstaff Christian Fellowship) uses within close proximity.

The neighborhood located south of Cottage Avenue and east of San Francisco Street is recommended to be retained as medium density residential based on the existing pattern of residential development, the need for residential use within the Redevelopment Area, and within close proximity to NAU, and other public/semi-public (i.e., Murdock Community Center and The First Baptist Church) uses within close proximity.

b) High Density Residential, HDR

High Density Residential uses are located in two regions within the Redevelopment Area including the half blocks on both sides of Leroux Street between Phoenix and Cottage Avenues and the two parcels located on both sides of Agassiz Street, north of Cottage Avenue. The two parcels located on either side of Leroux Street (which also may be developed as office use) are recommended for high density residential use based on the historic use of the property, the need for higher density housing opportunities south of Route 66 and their ability to provide patronage and to buffer commercial uses north of Phoenix Avenue and the adjacent parcel fronting San Francisco Street.

The two parcels bisected by Agassiz Street are recommended for high density residential use based on the projected demand for residential use located downtown, the adjacency of the San Francisco Street Commercial Corridor, and proposed linear park/open space system which will link the proposed Rio Park and the northern half of the Redevelopment Area.

In addition to these two high density residential areas, the allowance for high density residential rehabilitation is also recommended for the Northern Redevelopment Area and should be located above commercial structures in the Northern Retail Core to provide a choice of residential product types throughout downtown Flagstaff which will increase the population of residents, patronage of downtown merchants, and increase City sales tax revenues. Residents who live close to where they work will also reduce the amount of vehicle miles traveled, which reduces the amount of vehicular traffic and air pollution attributed to City residents who work downtown and live in other regions of Flagstaff.

c) Lodging, L

Lodging uses are located in three locations throughout the Redevelopment Area including the Weatherford Hotel, the Monte Vista Hotel and the proposed hotel to be integrated with the Convention/Conference Center. The Weatherford Hotel, located at the southwest corner of Leroux Street and Aspen Avenue currently serves as a youth hostel, mainly to serve foreign

travelers on their way to the Grand Canyon, and should be retained and enhanced. The Monte Vista Hotel, located at the northeast corner of San Francisco Street and Aspen Avenue, includes 35 rooms and should also be enhanced and restored to its original architectural condition. The proposed Convention/Conference Center is programmed to include a hotel, ranging in size from 150 to 200 rooms. The facility would provide the eastern "anchor" for the northern Redevelopment Area, as well as integrating the needed lodging facilities to accompany the projected 30,000 to 40,000 square feet of convention and meeting space.

d) Commercial, C

Commercial uses are located in five cores or nodes within the Redevelopment Area including the Northern Retail Core, the South San Francisco Street Retail Core, the Warehouse District, the South Beaver Street Retail Corridor and the Mike's Pike Retail Core. The Northern Retail Core, which is bounded by the mid-block of Cherry and Birch Avenues on the north, Route 66 on the south, Agassiz Street on the east and Humphreys Street in the west, has undergone a renaissance in recent years, establishing itself as a niche for specialty shoppers goods and is contained within a specific area to condense the retail trade area between the Civic Complex and proposed Convention/Conference Center. The compactness of the core also assists in creating an inviting environment in which to explore this small area on foot, reducing the congestion, noise and air pollution produced by automobiles. In addition, the streetscape improvements planned for this area will assist in inviting motorists out of their cars to experience the urban design improvements and to patronize downtown businesses.

The South San Francisco Street Core, which extends from Phoenix to Butler Avenues, primarily serves an NAU clientele through its many eating and drinking establishments. The Warehouse District, located south of the railroad tracks and between Beaver and San Francisco Streets is envisioned to utilize the existing structures, through revitalization and redevelopment activities, to link the San Francisco and South Beaver Street Corridors and to utilize the Rio De Flag Linear Park for pedestrian and bicyclist circulation and patronage. The Beaver Street Corridor also is envisioned to serve the eating and drinking market provided through its access to NAU, but also provides other shoppers goods to serve the surrounding neighborhoods. The Mike's Pike Retail Core is a proposed redevelopment project envisioned for long term implementation to capitalize on the visibility and access afforded from Milton Road, Mike's Pike and Phoenix Avenue to provide retail shoppers goods which are not sold by downtown merchants.

e) Office, O

Office uses are contained in three areas within the Redevelopment Area which include the block between Cherry and Birch Avenues located between Sitgreaves and Elden Streets; the block between Birch and Aspen Avenues located between Leroux and Elden Streets; and the mid-block on either side of Leroux Street between Phoenix and Cottage Avenues. The block between Cherry and Birch Avenues is recommended for office development to continue the trend of office uses presently contained within this area and to create an adequate land use

buffer between the Northern Retail Core and the mix of residential, public/semi-public and lodging uses located along the perimeter of the Redevelopment Area.

The area located east of Leroux Street has been recommended for office use to provide an eastern land use transition between the Northern Retail Core and the residential area located to the east. This area will also provide a full complement of retail and office uses surrounding the proposed Convention/Conference Center to strengthen the eastern "anchor" for the Redevelopment Area.

The area located on both sides of Leroux Street, south of Phoenix Avenue, has been recommended for office use (or high density residential use) to provide opportunities for employment between the Beaver Street and South San Francisco Street Retail Core and to provide a land use buffer for the residential neighborhood located to the south.

f) Industrial, I

Industrial land use is only recommended for the railroad switching yard and the tracks which bisect the Redevelopment Area. If the AT&SF decides to relocate the switching facility in the future, which is presently located north of the intersection of Elden Road and Cottage Avenue, the vacated property should be re-evaluated to determine an appropriate use for redevelopment. A listing of land uses, compatible with existing recommendations, would include high density residential, office, public/semi-public, and park and open space.

g) Public/Semi-Public, P/SR

Public/Semi-Public land use is concentrated in three locations throughout the Redevelopment Area, including the mid-block north of Cherry Avenue, the Civic Complex, and the proposed Convention/Conference Center. The mid-block north of Cherry Avenue is recommended for a mix of residential, lodging (bed and breakfast) and public/semi-public uses to provide a land use transition for the residential neighborhoods located to the north. The public/semi-public facilities include church and religious facilities and private vehicular parking lots.

The Civic Complex, which includes City Hall and the Public Library, is recommended to be expanded to include the block located to the east to incorporate the Municipal Courts, public parking lot, and to provide additional space for City staff that is adjacent to existing City facilities.

The proposed Convention/Conference Center is located on the eastern perimeter of the Redevelopment Area to serve the identified demand for large scale meeting/convention space and to integrate with the recommended lodging and commercial uses to be contained within the mixed-use development. The Convention Center would be developed to accommodate between 30,000 and 40,000 square feet of space, and a proposed parking facility (which may be structured) will also be a component of the project.

In conjunction with concentrated public/semi-public uses, scattered sites are also located within the Redevelopment Area. These scattered public/semi-public uses are located in the southern portion of the Redevelopment Area and generally are the sites of existing religious facilities located adjacent to residential neighborhoods.

3.1.3 Land Use Plan Element Composition

The composition of land uses recommended in the Land Use Plan Element is provided to illustrate the achievement of a true mixed use Redevelopment Area as shown in Table 3.1, *Land Use Plan Element Composition and Comparison*. The land uses contained within the Redevelopment Area include residential, commercial (including office and lodging), industrial, public/semi-public and park and open space. Residential land uses include medium- and high-density residential which comprise approximately 25 acres and "flex" parcels (i.e., existing vacant or underutilized parcels that could compatibly be developed as residential or employment uses depending upon the future revitalization and redevelopment of the area) that could provide an additional seven acres of residential land uses. This recommended land use acreage does not include the rehabilitation or renovation of upper story residential units which could add a substantial number of dwelling units to the housing stock inventory. Commercial land uses including commercial, lodging and office, comprise approximately 43 acres with "flex" parcels adding approximately 11 additional acres. Industrial land use comprises approximately 9 acres and does not include any additional "flex" parcels. Public/semi-public land uses comprise approximately 23.1 acres with "flex" parcels adding approximately two acres. Park and open space land use comprises approximately 10 acres, and does not include any "flex" parcels.

In comparison with the recommended land uses of the *Growth Management Guide*, the Land Use Plan Element could provide approximately two-thirds of the residential recommended land use through conservation of existing neighborhoods, "flex" parcels developed for residential rather than employment uses and the continued rehabilitation and development of upper-story residential dwelling units. The recommended commercial use would provide approximately 50 percent of the recommendation presented in the *Growth Management Guide* to create a balanced acreage composition and a true mixed use Redevelopment Area. The acreage recommended in the Land Use Plan Element for industrial use is less than one acre more than the recommendation of the *Growth Management Guide*, and would be further reduced through the potential relocation of the railroad track switching facilities. The acreage recommended in the Land Use Plan Element for public/semi-public use provides approximately fourteen additional acres than the *Growth Management Guide* recommends. The park and open space acreage of the Land Use Plan also exceeds the recommendations of the *Growth Management Guide* by nearly five acres. Although the acreage calculations of land uses within the Redevelopment Area may not appear to satisfy the intent of the *Growth Management Guide*, the resulting reapportionment of land use types illustrates their overall consistency with the City's existing General Plan policies.

TABLE 3.1
Land Use Plan Element Composition and Comparison

| Land Use Type | Land Use Plan Element | | Growth Management Guide | |
|---|----------------------------|--------------|----------------------------|--------------|
| | Acreage | Percent | Acreage | Percent |
| Medium Density Residential (MDR) | 20.1 | 15.6 | | |
| Medium Density Residential/Lodging (MDR/L) | 1.5 | 1.1 | | |
| Medium Density Residential/Office (MDR/O) | 3.7 | 2.8 | | |
| Medium Density Residential Subtotal | 25.3 | 19.5 | 50.0 | 27.8 |
| High Density Residential (HDR) | 5.3 | 4.1 | | |
| High Density Residential/Office (HDR/O) | 2.2 | 1.7 | | |
| High Density Residential Subtotal | 7.5 | 5.8 | - | - |
| Lodging (L) | 0.8 | 0.6 | | |
| Lodging/Commercial (L/C) | 4.4 | 3.4 | | |
| Commercial (C) | 34.7 | 26.9 | | |
| Commercial/Office (C/O) | 5.2 | 4.0 | | |
| Commercial/Office/Public/Semi-Public (C/O/P/SP) | 1.9 | 1.4 | | |
| Office (O) | 7.3 | 5.7 | | |
| Commercial Subtotal | 54.3 | 42.0 | 107.0 | 59.4 |
| Industrial (I) | 9.0 | 7.0 | 8.5 | 4.7 |
| Public/Semi-Public (P/SP) | 23.1 | 17.9 | 9.4 | 5.2 |
| Park and Open Space (P) | 10.0 | 7.8 | 5.1 | 2.9 |
| TOTAL LAND USE ACREAGE | 129.2⁽¹⁾ | 100.0 | 180.0 | 100.0 |

Notes:

(1) Does not include roadway rights-of-way acreage.

Source: BRW, Inc.; July 1992.

3.1.4 Land Use Plan Element Strategies

The Land Use Plan Element Redevelopment Strategies are utilized to illustrate the range and types of improvements that are warranted within the Redevelopment Area. Based on the characteristics developed during Section 2.0, Area Assessment and the recommended land uses presented previously, the Redevelopment Area has been apportioned into 17 districts to identify the most appropriate strategies for each area as shown on Figure 3-2, *Redevelopment Strategies*. The strategies to be utilized for the Redevelopment Area include:

- Residential Revitalization and Redevelopment
- Commercial Enhancement, Revitalization and Redevelopment
- Office Revitalization
- Mixed-Use Redevelopment
- Public Facility Enhancement, Revitalization and Redevelopment

These strategies are targeted for each specific area to offer definitive recommendations that can assist City Staff, Planning and Zoning Commission and City Council members to accurately evaluate the merits of revitalization and redevelopment requests.

It should be noted that some of these strategies recommend selected redevelopment to occur on vacant or underutilized property. Where these recommendations are presented, an evaluation of the development impacts should be conducted relative to traffic generation, vehicular access/egress and the ability of the existing utility system (i.e., sanitary sewer, potable water) to adequately serve the proposed use and adjacent existing uses in an adequate manner.

Each specific redevelopment district is described below in chronological order and numbered to reference Figure 3-2.

a) *Residential Revitalization (1)*

The recommended strategy for this area of mixed medium density residential and public/semi-public uses includes the rehabilitation of existing residential structures where appropriate; the evolutionary conversion of residential to bed and breakfast lodging; the continued use of existing churches, St. Mary's Parochial School and public and private parking facilities; and the proposed development of Rio De Flag Linear Park.

b) *Office Revitalization (2)*

The recommended strategy for this area of medium density residential and office use includes the continued allowance of residential conversion to office uses, on arterial or collector streets, with the intent to maintain and enhance the architectural character of the neighborhood. Although residential to office conversion is allowable, the continued rehabilitation of these residences is also recommended to maintain the residential character of this area.

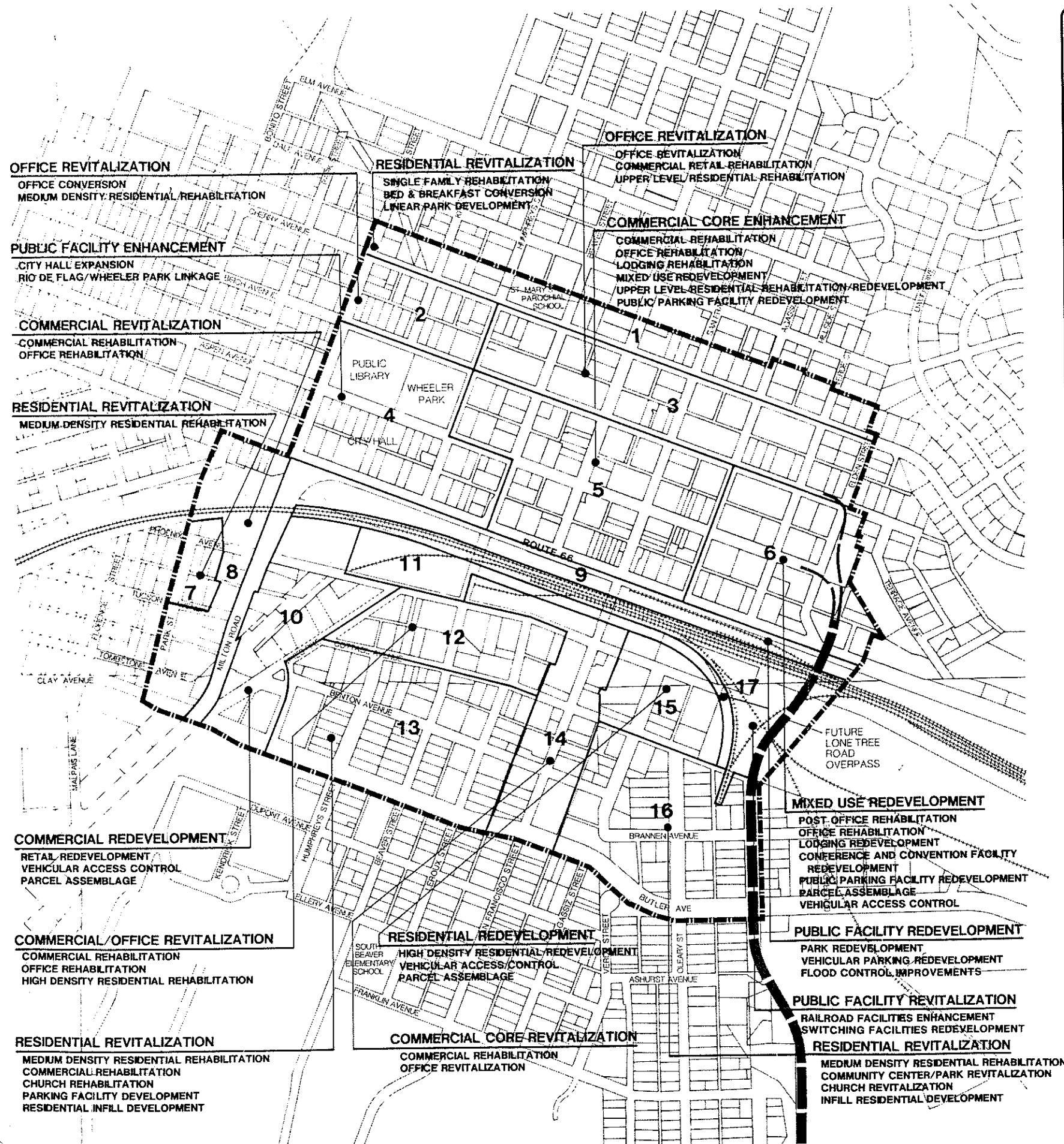
FLAGSTAFF REDEVELOPMENT AREA DESIGNATION AND REDEVELOPMENT PLAN

CITY OF FLAGSTAFF, ARIZONA

REDEVELOPMENT STRATEGIES

- | | |
|------------------|---|
| 1, 7, 13, 15, 16 | RESIDENTIAL REVITALIZATION AND REDEVELOPMENT |
| 5, 8, 10, 14 | COMMERCIAL ENHANCEMENT, REVITALIZATION AND REDEVELOPMENT |
| 2, 3, 12 | OFFICE REVITALIZATION |
| 6 | MIXED USE REDEVELOPMENT |
| 4, 9, 11, 17 | PUBLIC FACILITY ENHANCEMENT, REVITALIZATION AND REDEVELOPMENT |

Source: BRW, Inc.



REDEVELOPMENT AREA BOUNDARY

0 FT 200 400 600 800 1000 1200



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3-2

c) Office Revitalization (3)

The recommended strategy for this area of commercial, office and public/semi-public uses includes office rehabilitation to provide high quality space for the finance, insurance and real estate (FIRE), markets the rehabilitation of commercial uses, especially, fronting Birch Avenue to contain the Northern Retail Core; and upper level residential rehabilitation to provide variety and to increase the stock of housing within the Redevelopment Area.

d) Public Facility Enhancement (4)

The recommended strategy for this area of public/semi-public and park facilities includes the continued maintenance and enhancement of the City Hall Complex, Public Library and Wheeler Park. In addition, the current lack of space in City Hall, and the existence of the Municipal Court Facilities and public parking lot on the adjacent block to the east, creates an opportunity to expand the Civic Complex. The drainageway of the Rio De Flag, which bisects the Civic Complex and links with Wheeler Park is proposed to be improved in an aesthetic way to contain 100-year stormwater flows and to provide a pedestrian and bicycle linkage throughout the Redevelopment Area.

e) Commercial Core Enhancement (5)

The recommended strategy for this area of retail commercial uses includes the continued enhancement and revitalization of commercial structures to maintain their architectural integrity as well as their economic viability. The inclusion of office and lodging uses provides the complement of local patronage to augment tourist generated sales volume. The provision of mixed use redevelopment, at the northeast corner of Leroux Street and Aspen Avenue, will provide an uninterrupted link of retail commercial and well located parking facilities within the Redevelopment Area. The rehabilitation and/or development of upper story residential units will also provide additional housing stock for downtown residents and increase the sales market for downtown merchants.

f) Mixed Use Redevelopment (6)

The recommended strategy for this area of existing office, post office and car sales uses includes the rehabilitation of the U.S. Post Office and its parking facility, the rehabilitation of office space and the creation of a mixed use development which would front on Route 66 and have direct vehicular access from the proposed Lone Tree Road Overpass. The mixed use project would include the utilization of 2.5 blocks and could include a combination of convention/meeting space (approximately 30,000 to 40,000 square feet) a 150-200 room hotel and ancillary commercial space to serve the needs of patrons. The need for additional parking may warrant the development of a structure which should be located in a manner to promote a public/private venture to share spaces for the surrounding office, commercial and public/semi-public uses.

g) Residential Revitalization (7)

The recommended strategy for this area of existing medium density residential development includes the rehabilitation of existing structures to provide a buffer for the residential neighborhood located to the west.

h) Commercial Revitalization (8)

The recommended strategy for this area of existing commercial and office use includes the rehabilitation of office uses, generally fronting Route 66, and the rehabilitation of commercial uses generally fronting Milton Road. This commercial area is not recommended to expand west to Park Street due to the change in topography which creates an appropriate land use buffer for the transition to medium density residential use. The future rehabilitation of this strip commercial area should also re-evaluate the number of curb cuts that are warranted to serve these businesses. Reducing the number of curb cuts assists in promoting increased vehicular traffic mobility on Milton Road.

i) Public Facility Redevelopment (9)

The recommended strategy for this area of existing public/semi-public facilities includes the revitalization of existing railroad oriented and Chamber of Commerce structures and the redevelopment of the property located between the AT&SF railroad tracks and Route 66 into park/open space and public parking uses. The revitalization of the AMTRAK Station and Old Stone Railroad Depot will include the creation of cultural resources (i.e., City and Regional History, Route 66 History, Native American Exhibits) linked through landscaping and urban design improvements along the corridor.

j) Commercial Redevelopment (10)

The recommended strategy for this area of heavy commercial interspersed with residential structures includes the future redevelopment of the entire district with an integrated master plan of retail commercial or factory outlet mall types of uses. The assemblage of the necessary parcels and the environmental clearance of the site are paramount to the achievement of this strategy. The vacation of a portion of Mike's Pike (from Butler Avenue to Benton Avenue) and the possible vacation of Phoenix Avenue (from Milton Road to Mike's Pike), will provide adequate acreage for development and assist in creating a compatible buffer for interior residential areas. In addition, the provision of vehicular access control and the careful architectural treatment of the structures to integrate with the surrounding buildings should also be evaluated to compatibly integrate the proposed structures into the existing urban fabric.

k) Public Facility Redevelopment (11)

The recommended strategy for this area of existing floodplain impacted and vacant land includes the creation of Rio Park, located at the northwest corner of Beaver Street and Phoenix Avenue, and the integration of public parking to the west. The open space linkage extending east from Beaver Street is envisioned to provide a landscape buffer between proposed land uses and the railroad tracks as well as to function as a pedestrian and bicycle

path system to link the northern and southern portions of the Redevelopment Area together. This open space linkage may also function to transport surface water from the Rio De Flag to provide an inviting environment in which to experience Downtown Flagstaff.

l) Commercial/Office Revitalization (12)

The recommended strategy for this area of existing underutilized commercial and office structures includes the rehabilitation of buildings, which could be considered architecturally significant in the near future, and the provision of appropriately scaled high density residential development to buffer the residential neighborhoods located to the south and to link the San Francisco Commercial Corridor with Mike's Pike Commercial Redevelopment.

m) Residential Revitalization (13)

The recommended strategy for this area of predominately medium density residential housing includes the rehabilitation of existing residential structures to create a safe, viable neighborhood; and the rehabilitation of commercial structures fronting south Beaver Street to create an economically viable commercial corridor. The development of appropriately located parking facilities and the utilization of vacant parcels for medium density residential infill will solidify and stabilize the neighborhood.

n) Commercial Core Revitalization (14)

The recommended strategy for this corridor of mixed commercial uses includes the rehabilitation of existing structures to create a balanced mix of retail commercial and office uses within the corridor. The rehabilitation of the Warehouse District, located north of Phoenix Avenue between Beaver and San Francisco Streets to augment the uses on San Francisco Street and to provide a commercial linkage with the proposed Rio Park.

o) Residential Redevelopment (15)

The recommended strategy for this area of under utilized office/warehouse structures and residential structures, in generally poor condition, includes the redevelopment of the entire area for high density residential housing. The project may vacate selected street segments to connect assembled properties into an economically viable project site. Care should be used to locate project ingress/egress in a manner that does not pose negative impacts (i.e. through traffic movement) in the lower density residential neighborhood located to the south.

p) Residential Revitalization (16)

The recommended strategy for this area of medium density residential use, generally in marginal condition, includes the rehabilitation of existing structures and the infill of vacant or underutilized parcels to create a more stable neighborhood. To assist in the creation of a stable neighborhood environment, the future open space and recreational development of Murdock Park, located adjacent to the Murdock Community Center and the revitalization of the First Baptist Church should assist in creating a quality environment for adjacent residences.

q) Public Facility Revitalization (17)

The recommended strategy for this area of existing railroad track switching and transportation facilities includes the enhancement of existing track facilities and the potential redevelopment of the switching area, if the track configuration is relocated in the future. If relocated, the redevelopment project may include high density residential, office, public/semi-public, and park/open space components.

3.1.5 Land Use Plan Element Amendment and Updating Process

The amendment of the **Flagstaff Redevelopment Area Designation and Redevelopment Area Plan** may occur pursuant to the requirements and process identified in the City's *Land Development Code*. If the Area Plan is amended by an Area Plan, the amendment may be initiated by a property owner of the subject area proposed for amendment, a request from the Planning Commission or City Council. The Planning Director will coordinate a schedule for plan preparation with the City Manager. The components of the Area Plan amendment shall consist of the following:

- A description of the Section of the Plan for which the amendment is requested.
- A narrative analysis by the applicant explaining why this amendment is necessary and how it is consistent with the overall goal(s) of the Plan.
- Proposed new language and/or maps which incorporate this change.
- Plan amendment fees in accordance with the Property Development Review Fee Schedule.

Upon completion of the Area Plan amendment, the document will be transmitted to the Planning Division for review and a recommendation for adoption or adoption with revisions prior to public hearing(s) conducted by the Planning and Zoning Commission.

The Planning Director will determine if the Plan amendment is considered minor (requiring one public hearing) or major (requiring two public hearings). Proper notice must be given (not less than 15 or more than 30 calendar days) and pertinent studies made available prior to the hearing(s) by:

- One publication in a newspaper of general circulation published or circulated in the City.
- Proper posting on the subject property.

The Planning and Zoning Commission shall review the General Plan, public hearing testimonies and Planning Director recommendation. The Planning and Zoning Commission, at the conclusion of the public hearing(s), will submit their recommendation on the amendment recommending adoption, denial or revision of the amendment. The City Council will conduct at least one public hearing, in accordance with the requirements identified above, to review the documentation presented to the Planning Commission and their

recommendation. At the conclusion of the final public hearing, the City Council will adopt the amendment by resolution or deny the amendment, remanding it to the Planning Division for revision.

3.1.6 Land Use Plan Element Implementation Projects

To provide for the implementation of the recommendations presented in the Land Use Element section, the following eight projects have been identified to be the key land use components to create a balanced mix and the appropriate sites for residential, lodging, commercial, office, industrial, public/semi-public and park and open space land uses in the Redevelopment Area. These seven projects include a mix of rehabilitation, redevelopment, development and relocation that achieve the intent of the Plan. The City has not committed the funds or prioritized the order of these projects. These eight projects include:

- Mixed Use Development Project (NE corner Aspen Avenue and Leroux Street)
- Convention/Conference Center (combined with the proposed hotel)
- Upper Level Residential/Office Rehabilitation and/or Conversion
- Warehouse District Rehabilitation
- High Density Residential Redevelopment (NE corner Cottage Avenue and Agassiz Street)
- Mike's Pike Redevelopment (Milton Road and Mike's Pike)
- Residential/Commercial Property Relocation Program
- Architectural Guidelines for Historic and Non-Historic Building Rehabilitation and Renovation

3.2 Circulation Plan Element

The Circulation Plan Element defines the type and location of the vehicular roadway network, the transit network and the non-vehicular circulation network within the Redevelopment Area. The Circulation Plan Element is presented in the following five subsections:

- Vehicular Roadway Functional Classification System
- Redevelopment Area Public Parking
- Public Transit System Service
- Non-Vehicular Circulation System
- Circulation Plan Element Implementation Projects

3.2.1 Vehicular Roadway Functional Classification System

The vehicular roadway functional classification system is based upon a hierarchy of roadway types, as previously described in Section 2, Area Assessment. The vehicular circulation system has been modified (i.e., Proposed Lone Tree Road Extension and Overpass), where appropriate, to provide the most appropriate network in response to the recommended land uses identified previously in Section 3.1, Land Use Plan Element. Lone Tree Road, which will provide additional major arterial access to the Redevelopment Area via its intersection with Interstate 40, is also recommended to bridge the AT&SF Railroad tracks and transition into the "reverse wheel" of Aspen Avenue (east and southbound traffic) and Birch Avenue (north and westbound traffic), as shown on Figure 3-3, *Circulation Plan*. The overpass is recommended to span the railroad tracks at a height of 26 feet above grade, which would produce a slope of approximately five percent to transition the Lone Tree roadway to grade at Aspen Avenue and approximately three percent to transition the roadway to grade at Birch Avenue.

The vehicular roadways and their respective design intent and function are illustrated on Table 3.2, *Redevelopment Area Functional Roadway Classification System*. As shown in Table 3.2, these interlinking roadways will function to provide appropriate levels of mobility and property access for the recommended land uses located within the Redevelopment Area. Although the Redevelopment Area is planned to be enhanced, revitalized and redeveloped over the next 20 years, it is now important to identify the adequate vehicular circulation network necessary to transport vehicular traffic in a well functioning manner. In order to provide adequate circulation in the Redevelopment Area, a traffic model (TRANPLAN) should be developed for the City to accurately assess existing roadway conditions, future impacts and necessary roadway improvements for the Redevelopment Area and the City.

3.2.2 Redevelopment Area Public Parking

The issue of public parking, and its effective management, has been a sensitive topic within the downtown for several years. The rebirth of economically viable commercial, the major proportion of municipal and office employment located in the Downtown, and the centralized location of downtown (between NAU and the Flagstaff Medical Center) have contributed to



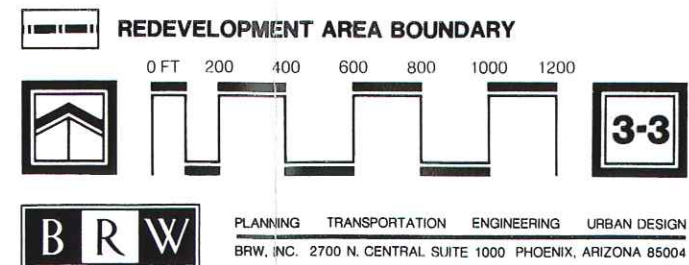
FLAGSTAFF REDEVELOPMENT AREA DESIGNATION AND REDEVELOPMENT PLAN

CITY OF FLAGSTAFF, ARIZONA

CIRCULATION PLAN

- MAJOR ARTERIAL**
 (MILTON ROAD, ROUTE 66, BUTLER AVENUE, LONE TREE ROAD)
- MINOR ARTERIAL**
 (HUMPHREYS STREET (NORTH OF ROUTE 66), BEAVER STREET, SAN FRANCISCO STREET)
- COLLECTOR**
 (CHERRY AVENUE, BIRCH AVENUE, ASPEN AVENUE, PHOENIX AVENUE, COTTAGE AVENUE, BENTON AVENUE, BRANNEN AVENUE, PARK STREET, SITGREAVES STREET (NORTH OF ROUTE 66), MIKES PIKE, KENDRICK STREET, HUMPHREYS STREET, LEROUX STREET, AGASSIZ STREET, VERDE STREET, OLEARY STREET (NORTH OF BUTLER AVENUE), ELDEN STREET)
- FLOW OF TRAFFIC**
 (2 WAY WHERE NOT NOTED)
- PUBLIC PARKING FACILITIES**
 (EXISTING AND PROPOSED)
- TRANSIT SERVICE**
 (ROUTE STOPS)
- BIKEWAY**
 (SAN FRANCISCO STREET, BEAVER STREET, KENDRICK STREET, BUTLER/CLAY AVENUE, CHERRY AVENUE, RIO DE FLAG)

SOURCE: BRW, INC.



JUNE 1992



TABLE 3.2
Redevelopment Area Functional Roadway
Classification System

| Roadway | Function | Characteristics |
|--|-------------------------------|--|
| Butler Avenue Lone Tree Road Milton Road Route 66 | Community Through Movement | High Roadway Mobility/ Low Parcel Access |
| Beaver Street Humphreys Street (North of Route 66) San Francisco Street | Community Through Movement | Moderate Roadway Mobility/ Moderate Parcel Access |
| Cherry Avenue Birch Avenue Aspen Avenue Phoenix Avenue Cottage Avenue Benton Avenue Brannen Avenue Park Street Sitgreaves Street (North of Route 66) Mike's Pike Kendrick Street Humphreys Street Leroux Street Agassiz Street Verde Street O'Leary Street (North of Butler Ave.) Elden Street | Land Access | Low Roadway Mobility/ High Parcel Access |

Source: BRW, Inc.; February 1992.

TABLE 3.3
Redevelopment Area Public Parking Facilities

| Location | Type | Status | Number of Spaces/Stories |
|---|----------------------|---------------|-------------------------------------|
| NW Corner Beaver Street and Route 66 | Surface | Existing | 35 |
| Mid-Block Leroux Street Between Aspen Avenue and Route 66 | Surface | Existing | 20 |
| Wheeler Park | Surface | Existing | 56 |
| NW Corner Beaver Street and Cottage Avenue | Surface | Existing | 65 |
| Subtotal Existing Spaces | | | 176 |
| NW Corner Mike's Pike and Phoenix Avenue | Surface | Proposed | 160 |
| NW Corner Beaver and Aspen | Surface | Proposed | 40 |
| SW Corner Route 66 and San Francisco Street | Surface | Proposed | 110 |
| NE Corner Aspen Avenue and Leroux Street | Surface or Structure | Proposed | 60/1 |
| NW Corner Leroux Street and Cottage Avenue | Surface | Proposed | 30 |
| SW Corner San Francisco Street and Benton Avenue | Surface | Proposed | 35 |
| SW Corner Agassiz Street and Phoenix Avenue | Surface | Proposed | 40 |
| NW Corner Aspen Avenue and Elden Street | Structure | Proposed | 120/2 |
| Subtotal Proposed Spaces | | | 595 |
| TOTAL | | | 771 |

Source: BRW, Inc.; February, 1992.

the heavy usage of on-street spaces and off-street public and private parking lots. This issue has recently manifested itself in the potential removal of the on-street spaces on Route 66 between Leroux Street and Elden Street and the potential removal of on-street spaces on the east side of San Francisco Street between Route 66 and Aspen Avenue.

For the parking located on Route 66, the removal of parking would increase the mobility of Route 66, increase the visibility of the businesses fronting on the roadway and would potentially allow for the creation of median islands on Route 66 to safely "store" pedestrians in the median of the roadway who may be unable to cross the entire roadway during one signal interval. The removal would also potentially diminish the sales volume of existing businesses that rely on customers who have come to expect the convenience of parking in front of the business they are patronizing, but this loss may be mitigated through the enhanced pedestrian crossing at San Francisco Street, which would attract pedestrians to safely cross Route 66; and through the provision of public parking within close proximity (possibly utilizing shared parking at the Convention/Conference Center or the AMTRAK Station/Visitors Center) to these businesses.

For the on-street parking on San Francisco Street, the removal of parking would allow the street to be re-configured with a two lane cross section and bike route which would allow increased traffic capacity on the roadway and a safer path for bicyclists traveling north. The reconfigured roadway would also allow an increased width and depth of sidewalk to increase its holding capacity and safety, as well as to increase the "scope of vision" for the window display of goods and services. Although the convenience of adjacent parking may be removed, the future use of the proposed public parking lot located at the southeast corner of San Francisco Street and Route 66 and the future public parking lot to be located at the northeast corner of Leroux Street and Aspen Avenue may assist in mitigating a portion of this loss.

The placement of existing and proposed facilities and the augmentation for future need should promote ease in search behavior, be well signed, and be located such that a maximum walk to the intended destination should be less than 600 feet. Although a previous study has illustrated a shortage of more than 500 parking spaces within the downtown, it has been shown that this number is a maximum, but could be used to establish an approximation for future parking facility development. Future sites for parking facility development are shown on Table 3.3, *Redevelopment Area Public Parking Facilities*.

As shown in Table 3.3, the future implementation of these parking facilities will create over 730 total public parking spaces located within the Redevelopment Area. These facilities also provide overlapping service areas for the surrounding retail, office and public/semi-public destination points located within downtown Flagstaff.

3.2.3 Public Transit System Service

Pine Country Transit is the service provider of fixed route transit service in the City and operates three routes, two of which serve the Redevelopment Area. At the present time these two routes only serve the eastern half of the Redevelopment Area, but will soon provide

service throughout the North Retail Core through the design and location of four transit shelter stops. These transit shelter stops will utilize appropriate signage, compatible architectural treatment and color to compatibly integrate with the Phase One and Future Streetscape Improvements. These four transit stops are programmed to be located adjacent to the right-hand lane and sited on the following four roadways:

- Aspen Avenue, between Humphreys and Elden Streets
- Birch Avenue, between Humphreys and Elden Streets
- Beaver Street, between Route 66 and Cherry Avenue
- San Francisco Street, between Route 66 and Cherry Avenue

In addition to the transit stops identified above, the following stops should also be evaluated for inclusion on the Pine Country Transit System:

- Intersection of Leroux Street/Phoenix Avenue
- Intersection of Leroux Street/Butler Avenue
- San Francisco Street/Mid-Block Cottage Avenue and Benton Avenue
- Beaver Street/Mid-Block Cottage Avenue and Benton Avenue

3.2.4 Non-Vehicular Circulation System

The Non-Vehicular Circulation System includes the bicycle circulation and pedestrian circulation network located in the Redevelopment Area.

a) Bicycle Circulation

The recommended bicycle circulation system will utilize the roadways of Cherry Avenue, Butler/Clay Avenue, Beaver Street (south), San Francisco Street (north), Proposed Lone Tree Road Extension and Route 66 as shown on Figure 3-3, to link the northern and southern neighborhood, employment, recreation and public/semi-public destinations through the provision of bike routes (unsigned paths) and bike lanes (signed paths). The one way pair of Aspen Avenue (east) and Birch Avenue (west) may also be utilized for bicycle routes to encourage non-vehicular modes of circulation in the Redevelopment Area.

b) Pedestrian Circulation

The recommended pedestrian and circulation system will utilize the existing sidewalks located within the Redevelopment Area, some of which will be substantially improved through the Streetscape Improvement Program as well as the proposed Rio De Flag Linear Park which is intended to include a segment of the Flagstaff Urban Trail System (FUTS) pedestrian trail system, as shown on Figure 3-3, *Circulation Plan*, will link the northern Redevelopment Area with Rio De Flag utilizing a below grade crossing at the intersection of Route 66. East of Rio Park, the trail system will be utilized to buffer the AT&SF Railroad Tracks and to link retail, high density and medium density residential areas.

3.2.5 Circulation Plan Element Implementation Projects

To provide for the implementation of the recommendations presented in the Circulation Plan Element section, the following seven projects have been identified to be the key circulation components to create a functionally adequate vehicular and non-vehicular circulation system in the Redevelopment Area. These six projects include a mix of vehicular and non-vehicular circulation, parking, and transit circulation that achieve the intent of the Plan. The City has not committed the funds or has prioritized the order of these projects. These six projects include:

- One-Way Pairs (Beaver Street [south], San Francisco Street [north], Aspen Avenue [east], Birch Avenue [west])
- Lone Tree Road Overpass
- Parking District and Facilities
- Butler Avenue Widening
- Flagstaff Urban Trails System (FUTS) and Bicycle/Pedestrian Path Improvements and Bicycle Path Routing Signage (Rio De Flag Linear Park, Designated Roadways)
- Public Transit Shelter Design and Improvements

3.3 Public Facilities Plan Element

The Public Facilities Plan Element has been developed based on the results of Section 2.0, Area Assessment and the policies contained in the *Growth Management Guide* to determine the need for additional public facilities and to establish consistency with the City's existing General Plan. The Public Facilities Plan Element is presented in the following eight subsections:

- Municipal Facilities
- Public Safety Facilities
- Educational Facilities
- Recreational and Open Space Facilities
- Religious Facilities
- Cultural Facilities
- Public Utilities
- Public Facilities Plan Element Implementation Projects

3.3.1 Municipal Facilities

The municipal facilities to be located within the Redevelopment Area include Flagstaff City Hall and Annex, Flagstaff Chamber of Commerce, AMTRAK Station, Flagstaff Convention Facility, Coconino County Executive Offices and Facilities, and the U.S. Post Office as shown on Figure 3-4, *Public Facilities Plan*.

a) *Flagstaff City Hall and Annex*

The Flagstaff City Hall functions as the administrative center of the City to direct its short- and long-term functions. Located at the western edge of the Redevelopment Area, the City Hall Complex provides the western anchor for the downtown commercial area, as well as a good buffer for adjacent lower-density residential areas located to the west. As the population of the City continues to grow, expansion of the existing facility for administrative space or new facility development may be warranted for the municipal courts, justice/detention facilities, and additional public parking.

b) *Flagstaff Chamber of Commerce*

The Flagstaff Chamber of Commerce functions as the ambassador of the City and is located at the southwest corner of Route 66 and Beaver Street. The Chamber offers direct access and high visibility for tourists traveling through the City. Its central location within the Redevelopment Area creates short walking distances to several retail cores which may assist in reducing vehicular congestion within the Redevelopment Area roadway system and promotes the opportunity for walk-in traffic for business.

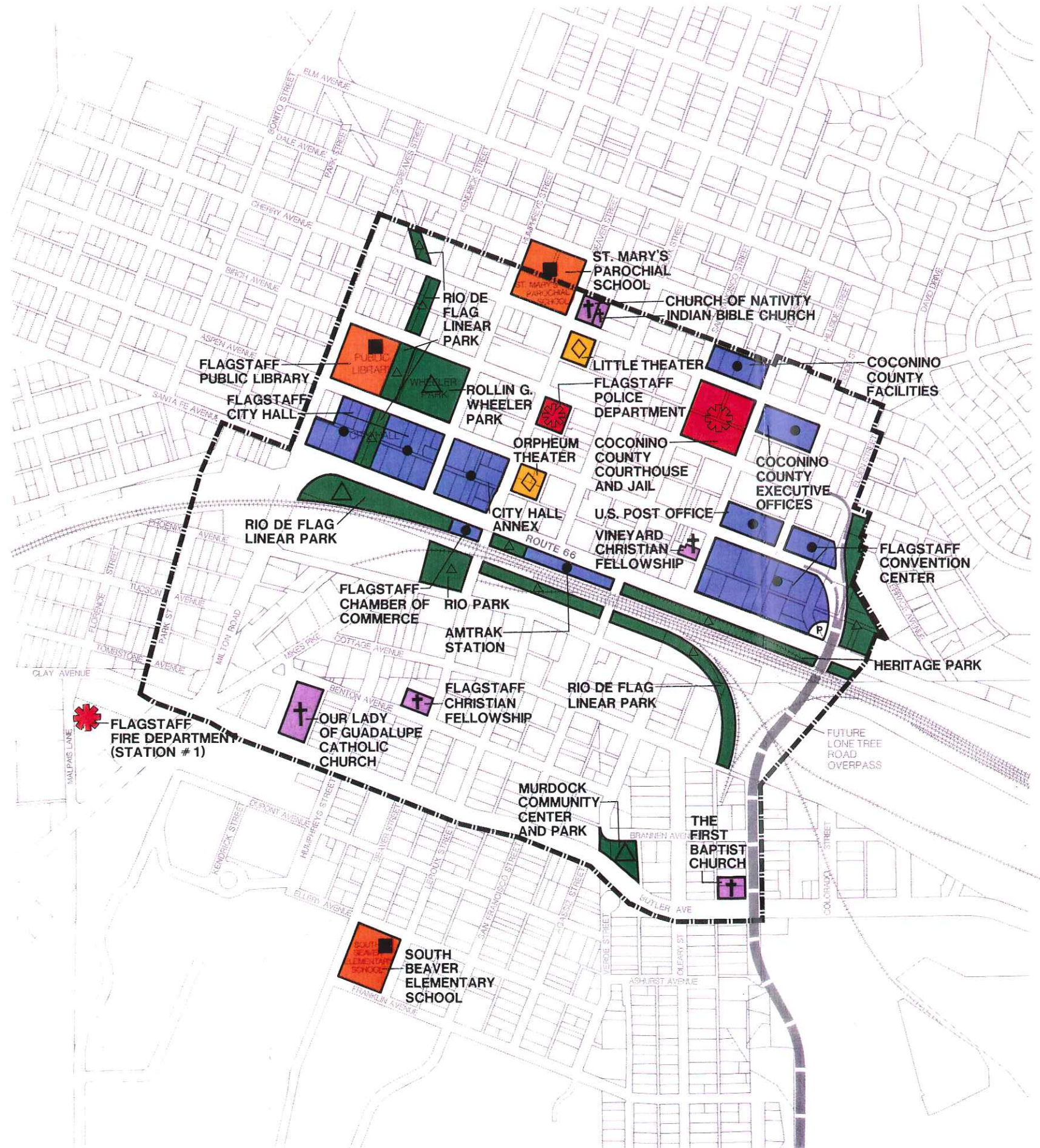
FLAGSTAFF REDEVELOPMENT AREA DESIGNATION AND REDEVELOPMENT PLAN

CITY OF FLAGSTAFF, ARIZONA

PUBLIC FACILITIES PLAN

-  **MUNICIPAL FACILITIES**
(CITY, COUNTY, STATE, FEDERAL)
-  **PUBLIC SAFETY FACILITIES**
(POLICE, FIRE, JUSTICE)
-  **EDUCATIONAL FACILITIES**
(PUBLIC AND PRIVATE SCHOOLS AND PUBLIC LIBRARY)
-  **RECREATIONAL FACILITIES**
(PARKS, OPEN SPACE, PUBLIC ART)
-  **RELIGIOUS FACILITIES**
(CHURCHES)
-  **CULTURAL FACILITIES**
(THEATERS)

SOURCE: BRW, INC.



 **REDEVELOPMENT AREA BOUNDARY**

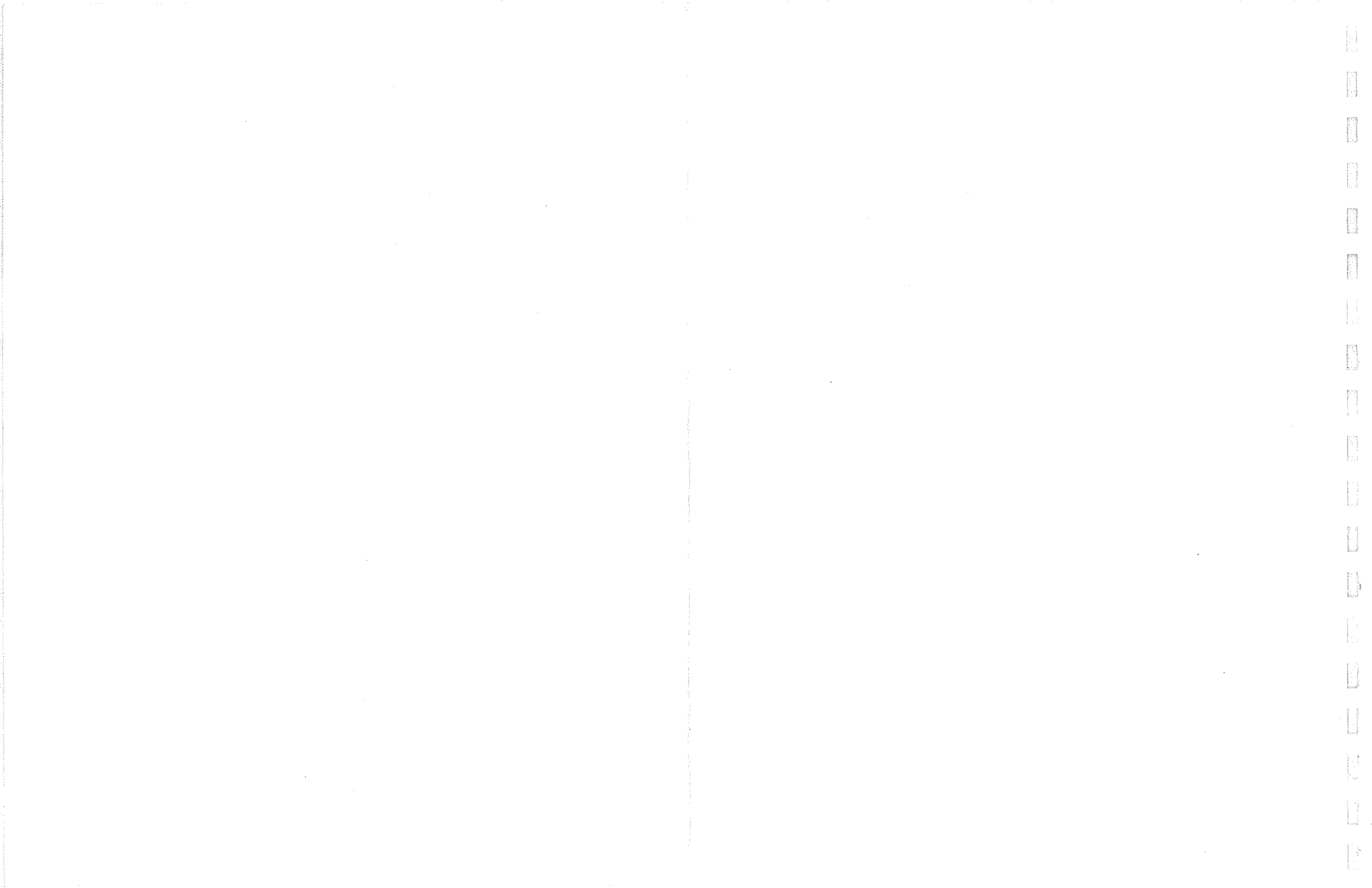
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3-4



c) AMTRAK Station

The AMTRAK Station will function to provide tourism services to City visitors and will seek to reduce the load currently being handled at the Chamber of Commerce. The AMTRAK Station is located at the terminus of Route 66 Avenue and Leroux Street. The surrounding site of the historic structure will assist in providing opportunities for public parking to serve the adjacent retail and tourism market.

d) Flagstaff Convention/Conference Center

The Flagstaff Convention/Conference Center will function as the largest meeting/convention facility in the City. Previously identified in the Market Assessment Overview of the Area Assessment, a 30,000 to 40,000 square foot facility, including flat floor meeting space and break out rooms, is supportable to provide a venue for both civic and cultural functions and to attract convention business as an economic investment. Located on the north side of Route 66 between Agassiz and Elden Streets, the facility would function as the eastern redevelopment anchor to tie the Northern Retail Core and Flagstaff City Hall.

The components of the Convention Facility, in conjunction with the meeting space could also include a small to medium size business hotel (150-200 rooms) and a centrally located parking structure to serve adjacent businesses during off-peak periods at the facility.

e) Coconino County Executive Offices and Facilities

The Coconino County Executive Offices and Facilities function as the administrative center for the County. Located on the south side of Cherry Avenue between Agassiz and Verde Streets, the office building provides additional municipal office employment for downtown Flagstaff. The Coconino County Facilities, located between San Francisco and Agassiz Street, north of Cherry Avenue, provides parking and additional office space for county employees.

f) U.S. Post Office

The downtown station of the U.S. Postal Service functions to provide supportive mail service for Redevelopment Area residents and businesses. Located at 104 North Agassiz Street, the facility is not centrally located within the Redevelopment Area, but is located within walking distance (one-quarter mile) of the eastern half of the Redevelopment Area which provides a convenient amenity for downtown businesses.

3.3.2 Public Safety Facilities

The public safety facilities which are located within, or serve, the Redevelopment Area include the Flagstaff Fire Department, the Flagstaff Police Department and the Flagstaff Municipal Court as shown in Figure 3-4.

a) Flagstaff Fire Department

The Flagstaff Fire Department functions to protect the City from the threat of naturally occurring or human-induced fire threats. Although the nearest fire facility (Station #1) is located outside of the Redevelopment Area, the distance (less than one mile) from Station #1 to the furthest point of the Redevelopment Area and ISO Service Rating (Class 3) should continue to provide adequate service without the addition of more proximate facilities or personnel in the future.

b) Flagstaff Police Department

The Flagstaff Police Department functions to protect the public safety of the City. The administrative and jail facilities of the department are located one block northeast of City Hall and one block north of the City Municipal Court Building. The Redevelopment Area appears to be adequately served with existing levels of coverage through the use of three overlapping beats.

c) Flagstaff Municipal Court

The Flagstaff Municipal Court functions to hear and pass judgement on civil cases and violations occurring in the City. The Municipal Court is located at 15 North Beaver Street within the Redevelopment Area and provides appropriately located facilities between the City Police Department and City Hall.

3.3.3 Educational Facilities

The educational facilities which serve the Redevelopment Area include public and private schools and the public library as shown in Figure 3-4.

a) Public Schools

The existing public schools which serve the Redevelopment Area include Marshall Elementary School, South Beaver Elementary School, Flagstaff Junior High School and Flagstaff High School. Even though these four facilities function at more than 90 percent of their capacity, the recommended residential land uses (i.e. second story, upper level rehabilitation) is generally targeted to childless types of users (students, middle-income, single professionals and childless couples) and should not generate a significant amount of new students.

b) Private Schools

The only private or public school located within the Redevelopment Area includes St. Mary's Parochial School. The school is administered by the Catholic church and functions at approximately 50 percent of capacity.

c) *Flagstaff Public Library*

The Flagstaff Public Library is one of two library facilities in the City that provide supportive literary and educational facilities for its residents. Located on the western boundary of the Redevelopment Area and north of City Hall, the two facilities and Wheeler Park function to provide the western "municipal" anchor for the Northern Retail Core. The Library also provides an adequate buffer for the Townsite Historic District located adjacent to the western boundary of the Redevelopment Area.

3.2.4 Recreational and Open Space Facilities

The recreational facilities which serve the Redevelopment Area include parks, open space and public art parks as shown in Figure 3-4.

a) *Parks*

The parks located within the Redevelopment Area include Wheeler Park, Rio De Flag Linear Park, Rio Park, Murdock Community Center and Park/Open Space, and Heritage Park.

- **Wheeler Park**

Wheeler Park is a 1.8 acre existing park within the Redevelopment Area and is located adjacent to the Public Library and City Hall. The park creates a well-utilized space for passive (i.e., reading, picnicking, conversing, sitting) pursuits for library patrons, City employees downtown business owners and patrons, and visitors to the Grand Canyon and Snow Bowl, as well as site for many fund raising activities.

- **Rio De Flag Linear Park**

Rio De Flag Linear Park is an approximate six-acre proposed facility that would be developed through improvement of the existing Rio De Flag Drainage Channel, north of Phoenix Avenue extending east to Cottage Avenue, to contain 100-year stormwater flows. Through these improvements the channel, from Cherry to Phoenix Avenue could be constructed to allow non-vehicular circulation (especially under Route 66) to a multi-use recreation area. The Rio De Flag Linear Park would also connect with Wheeler and Rio Parks to provide mid-destination points for pedestrians and bicyclists.

- **Rio Park**

Rio Park is an approximate one-acre proposed recreational facility that is programmed to include group play areas, passive areas, picnic facilities, special events and water feature/flood control facilities.

- **Murdock Community Center and Park/Open Space**

Murdock Community Center is an existing indoor recreation facility utilized by residents in the southeastern region of the Redevelopment Area. Due to the fact that the surrounding area will be retained for residential land use and the fact that the surrounding acreage is vacant, a neighborhood pocket park (approximately

15,000 square feet) would provide a beneficial amenity and an adequate buffer to reduce the impact of vehicular generated noise on Butler Avenue.

- **Heritage Park**

Heritage Park is a proposed facility that would be developed through improvement of the vacant railroad siding parcel located on the south side of Route 66, east of San Francisco Street and thematically linking the existing commercial frontage located on the north side of Route 66. The intent of the park is to utilize the existing structures to provide facilities for Native American exhibits, tourist information and City history. The Heritage Park could also link with the Santa Fe (Route 66) Beautification Master Plan, which extends from Elden Street to the Interstate 40 interchange, and will provide new sidewalks, landscaping and access improvements.

- **Elden Street/Lone Tree Road Overpass Open Space Area**

The Elden Street/Lone Tree Road Overpass Open Space Area is a proposed one-acre open space area that would be created through the assemblage of unused property if the Lone Tree Road Extension and Overpass were constructed. The intent of the open space area is to provide an aesthetic and functional noise and visual buffer for the residential neighborhood located to the north and east.

- **Public Art Parks**

Public art parks increase public exposure and can showcase local and regional talent. Public art parks could be located on small sites within the Redevelopment Area commissioned by artists with the intent of enhancing the cultural character of the downtown. Specific sites for public art parks include:

- City Hall (south lawn)
- AMTRAK Station/Visitors Center
- Proposed Convention/Conference Center
- Warehouse District
- Mixed Use Development Project (Leroux Street and Aspen Avenue)

3.3.5 Religious Facilities

The religious facilities which are located within and serve the Redevelopment Area include five churches and other related facilities as identified below, and shown in Figure 3-4.

- Church of the Nativity
- Indian Bible Church
- Vineyard Christian Fellowship
- Flagstaff Christian Fellowship
- Our Lady of Guadalupe Catholic Church

3.3.6 Cultural Facilities

The cultural facilities which are located within and serve the Redevelopment Area include a movie and repertory theater as identified below, and shown in Figure 3-4.

- Orpheum Theater
- Little Theater

3.3.7 Public Utilities

The public utilities located in the Redevelopment Area that are critical for revitalization or redevelopment include:

a) *Potable Water Service*

Although the availability and transmission of potable water adequately serves the Redevelopment Area, the feeder lines that appear to be undersized include:

- Birch Avenue (Beaver Street to San Francisco Street)
- Aspen Avenue (Leroux Street to Elden Street)
- Beaver Street (Phoenix Avenue to Butler Avenue)

The improvement of potable water service to support land use rehabilitation or redevelopment will be designed and installed pursuant to City approval.

b) *Sanitary Sewer Service*

Although the existing system appears to be adequately sized, the capacity and age of the following lines may require future replacement:

- Birch Avenue (Sitgreaves Street and Humphreys Street)
- Leroux Street (Birch Street to Elm Street)

The improvement of sanitary sewer service to support land use rehabilitation or redevelopment will be designed and installed pursuant to City approval.

3.3.8 Public Facilities Plan Element Implementation Projects

To provide for the implementation of the recommendations presented in the Public Facilities Plan Element section, the following 14 projects have been identified to be the key public facilities components to create a high quality living, working and recreating environment in the Redevelopment Area. These 14 projects include a full complement of park, open space and utilities improvements that achieve the intent of the Plan. The City has not committed the funds or has prioritized the order of these projects. These 14 projects include:

- Rio De Flag Linear Park
- Rio Park
- Heritage Park

- Murdock Park/Open Space
- Lone Tree Road Overpass/Elden Street Open Space Area
- AMTRAK Station/Visitors Center
- Public Art Program
- Civic Complex Master Plan
- Westside Storm Drains
- Beaver Street Storm Drains
- Storm Drains (east of Leroux Street)
- Humphreys Street Sewer/Water Replacement
- Birch Avenue Water Line
- Leroux Street Sewer Line

3.4 Urban Design Plan Element

The Urban Design Plan Element as shown on Figure 3-5, *Urban Design Plan*, identifies the hierarchy of streetscape design treatments necessary to link the variety of land uses within the Redevelopment Area, to create an enticing pedestrian oriented environment for tourists and residents and to assist in tying the northern and southern portions of the Redevelopment Area together. The Urban Design Plan Element is presented in the following six subsections:

- Gateway Urban Design Treatment
- Major Roadway Urban Design Treatment
- Minor Roadway Urban Design Treatment
- Linkage Improvements
- Alley Improvements
- Urban Design Plan Element Implementation Projects

3.4.1 Gateway Urban Design Treatment

The intent of the Gateway Urban Design Treatment is to identify the locations for identity and linkage improvements on Milton Road and Route 66 to effectively link the northern and southern Redevelopment Areas. The four intersections recommended for Gateway Identity Treatment include:

- Butler Avenue/Milton Road
- Route 66/Beaver Street
- Route 66/San Francisco Street
- Route 66/Elden Street (Lone Tree Road Extension)

The two roadways identified for Gateway Linkages include:

- Milton Road
- Route 66

The Gateway Identity Treatments identified for Butler Avenue/Milton Road and Route 66/Elden Street will include entry signage and native stone monumentation, directional signage and the use of Ponderosa pine trees and other compatible and colorful landscaping (i.e., cotoneaster, viburnum, quince) to achieve the "City of the Pines" theme. The identity treatments for Route 66/Beaver Street and Route 66/San Francisco Street will include special paving, directional signage and swellings of the sidewalk area. Between Route 66 and the AT&SF Railroad tracks, covered walkways are proposed to function as shelters from the climate for pedestrians waiting for trains to pass. The materials to be utilized include heavy timber framing and steel construction reminiscent of railroad style architecture, to evoke a sense of history with the AT&SF Railroad.

The Gateway Linkage elements on Milton Road and Route 66 would utilize street trees, street furniture (in limited areas), and directional signage. The traffic signals will be remodeled to match the type chosen for the Phase One Streetscape Improvements. The Route 66 roadway segment (if the existing on-street parking is removed) may be reconfigured to allow for a landscaped median from Sitgreaves Street to Elden Street.

3.4.2 Major Roadway Urban Design Treatment

The intent of the Major Roadway Urban Design Treatment is to identify the locations for intersection and linkage improvements along the most heavily utilized pedestrian corridors in the Redevelopment Area.

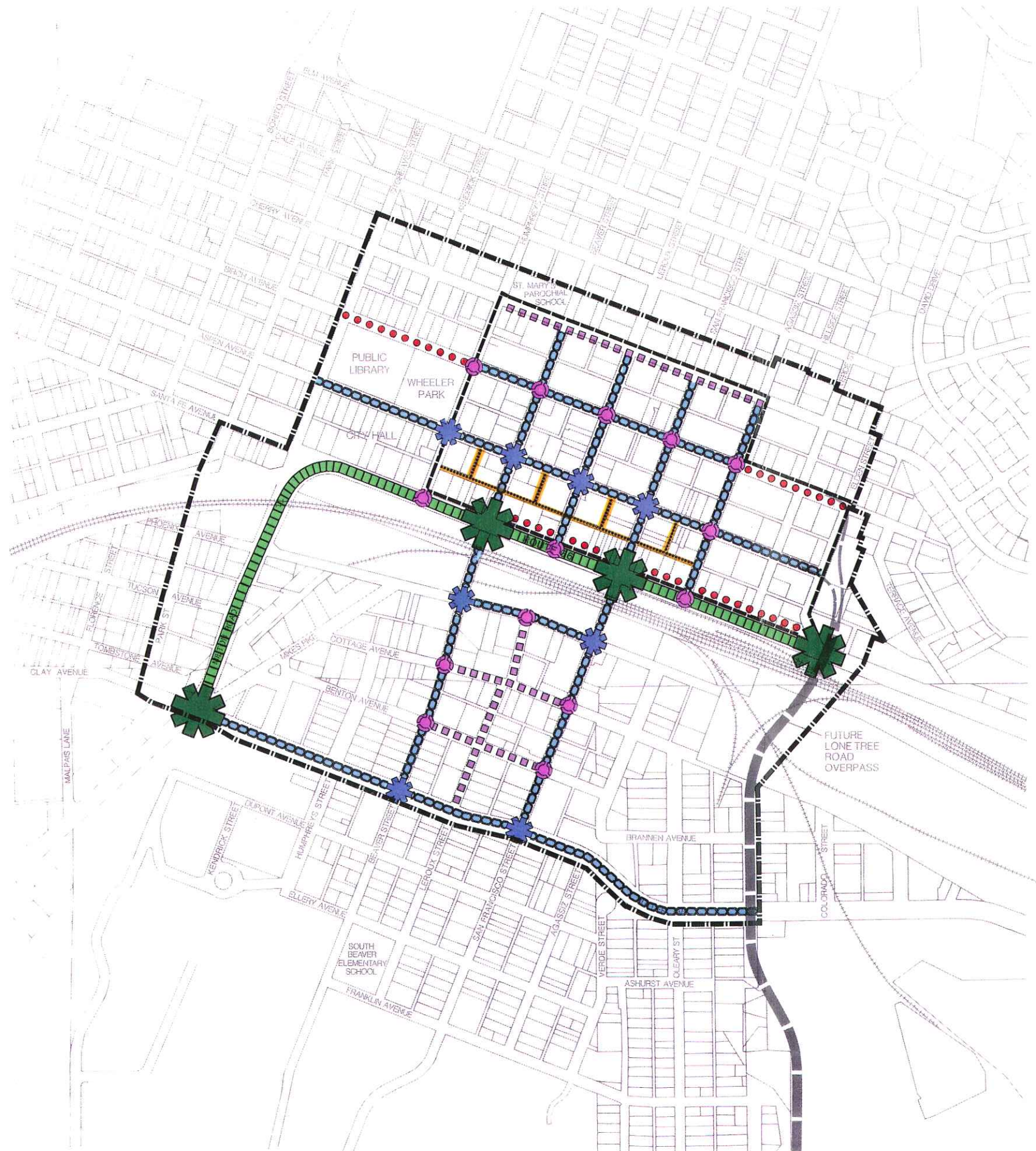
The eight roadway intersections identified for Major Identity Improvements include:

- Aspen Avenue/Humphreys Street
- Aspen Avenue/Beaver Street
- Aspen Avenue/Leroux Street
- Aspen Avenue/San Francisco Street
- Phoenix Avenue/Beaver Street
- Phoenix Avenue/San Francisco Street
- Butler Avenue/Beaver Street
- Butler Avenue/San Francisco Street

The eight roadway segments identified for Major Linkage Improvements include:

- Birch Avenue (Humphreys Street to Agassiz Street)
- Aspen Avenue (Sitgreaves Street to Elden Street)
- Phoenix Avenue (Beaver Street to San Francisco Street)
- Butler Avenue (Milton Road to Elden Street, Lone Tree Road Extension)
- Beaver Street (Cherry Avenue to Butler Avenue)
- Leroux Street (Cherry Avenue to Route 66)
- San Francisco Street (Cherry Avenue to Butler Avenue)
- Agassiz Street (Cherry Avenue to Route 66)




The Major Intersection and Linkage Improvements previously identified will include decorative sidewalks and crosswalks using pavers, street lights, street trees, street furniture, pedestrian lighting and signage. Roadway improvements will include curb and gutter, drainage facility modifications, pavement modifications, decorative pavement at intersections, traffic signals and signage. Sidewalk corner swellings will occur at all street corners and will not occur on alley corners where delivery truck traffic is heavy, to reduce the potential for damage to decorative pavers.



FLAGSTAFF REDEVELOPMENT AREA DESIGNATION AND REDEVELOPMENT PLAN

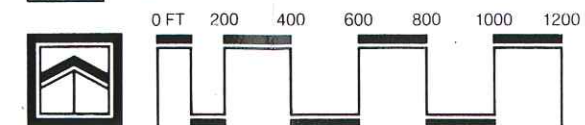
CITY OF FLAGSTAFF, ARIZONA

URBAN DESIGN PLAN

-  GATEWAY IDENTITY TREATMENT
-  GATEWAY LINKAGE TREATMENT
-  MAJOR INTERSECTION IMPROVEMENT
-  MAJOR LINKAGE IMPROVEMENT (LEVEL 1)
-  MINOR INTERSECTION IMPROVEMENT
-  MINOR LINKAGE IMPROVEMENT (LEVEL 2)
-  LIMITED LINKAGE IMPROVEMENT (LEVEL 3)
-  ALLEY IMPROVEMENTS
-  PHASE 1 IMPROVEMENT AREA

SOURCE: WINTER AND ASSOCIATES,
BRW, INC.

 REDEVELOPMENT AREA BOUNDARY



3-5



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3.4.3 Minor Roadway Urban Design Treatment

The intent of the Minor Roadway Urban Design Treatment is to identify the locations for intersection and linkage improvements for roadways that link with major intersections and major segments, but are not anticipated to warrant large scale improvement due to the adjacent land uses and the function of the roadways. The twelve (12) roadway intersections identified for Minor Intersection Improvements include:

- Birch Avenue/Humphreys Street
- Birch Avenue/Beaver Street
- Birch Avenue/Leroux Street
- Birch Avenue/San Francisco Street
- Birch Avenue/Agassiz Street
- Route 66/Humphreys Street
- Route 66/Leroux Street
- Phoenix Avenue/Leroux Street
- Cottage Avenue/Beaver Street
- Cottage Avenue/San Francisco Street
- Benton Avenue/Beaver Street
- Benton Avenue/San Francisco Street

The four roadway segments identified for Minor Linkage Improvements include:

- Cherry Avenue (Humphreys Street to Agassiz Street)
- Cottage Avenue (Beaver Street to San Francisco Street)
- Benton Avenue (Beaver Street to San Francisco Street)
- Leroux Street (Phoenix Avenue to Butler Avenue)

The Minor Intersection and Linkage Improvements previously identified will include decorative sidewalks and crosswalks using pavers, street lights and street trees. Roadway improvements will include curb and gutter, drainage facilities and pavement modifications.

3.4.4 Linkage Improvements

The intent of the Linkage Improvements is to extend the major linkage improvements discussed previously, into lower land use intensity areas of the Redevelopment Area that are not anticipated to warrant higher level treatments. The three roadway segments identified for Limited Linkage Improvements include:

- Birch Avenue (Sitgreaves Street to Humphreys Street)
- Birch Avenue (Agassiz Street to Elden Street)
- Santa Fe Avenue (north side, Humphreys Street to Elden Street)

The Limited Linkage Improvements will include street trees, street furniture, bus shelters and signage as required. Street lights and traffic signals will be remodelled and roadway improvements will include the construction of radius returns for intersecting streets.

3.4.5 Alley Improvements

The intent of the Alley Improvements is to provide necessary infrastructure and urban design components within the interior areas of specific blocks for increased pedestrian use. The improvements identified for the four specific alleys include:

- The alley north of Route 66 from Humphreys Street to Beaver Street, and the intersecting alley south of Aspen Avenue.
- The alley north of Route 66 from Beaver Street to Leroux Street, and the intersecting alley south of Aspen Avenue.
- The alley north of Route 66 from Leroux Street to San Francisco Street, and the intersecting alley south of Aspen Avenue.
- The alley north of Route 66 from San Francisco Street to Agassiz Street, and the intersecting alley south of Aspen Avenue.

The four alleys will be improved with pedestrian and street lighting, pavement modifications, decorative pavement and drainage modifications. These improvements will provide "two front doors" for affected property owners to reconfigure their interior space, to more efficiently utilize "back room" space for additional display and sales.

3.4.6 Urban Design Plan Element Implementation Projects

To provide for the implementation of the recommendations presented in the Urban Design Plan Element section, the following four projects have been identified to be the key urban design components to create a pedestrian-oriented, enticing environment in which to experience Downtown Flagstaff and the Redevelopment Area. These four projects include a mix of urban design improvements that achieve the intent of the Plan. The City has not committed any funds or prioritized the order of these projects. These four projects include:

- Milton Road/Route 66 Streetscape Program
- Entry/Gateway Improvements
- Southern Redevelopment Area Streetscape Program
- Butler Avenue Landscaping

3.5 Redevelopment Area Plan Economic and Financial Program

The economic tools and incentives available for the financing and implementation of the Redevelopment Area Plan include the powers specified by Arizona's Municipal Redevelopment Law, as well as other financing and community development mechanisms already available to the City to implement downtown improvements. These tools and incentives are presented in the following three subsections:

- City Redevelopment Economic and Financial Tools
- State Redevelopment Economic and Financial Tools
- Federal Redevelopment Economic and Financial Tools

3.5.1 City Redevelopment Economic and Financial Tools

The City of Flagstaff has broad powers to acquire and dispose of property and to borrow money and issue bonds to finance redevelopment projects subsequent to the approval of a Redevelopment Area Plan. These City tools include:

a) *Property Acquisition*

The City may exercise its power of eminent domain and acquire any interest in real property for the purpose of carrying out Redevelopment Area Plan projects. The burdens of proof regarding need, purpose, and necessity of acquiring the land are more encompassing within a redevelopment project area than for other municipal purposes. Specifically, the City can acquire land from multiple property owners for the purpose of consolidating ownership or otherwise assisting in the development of projects identified in the Redevelopment Area Plan. This property can then be sold to a separate development entity to build projects recommended in the Redevelopment Area Plan.

b) *Property Disposal*

Property acquired by the City may be sold at any time after it is acquired. The Redevelopment Commission may make improvements to the property to make it more marketable to developers and/or may place conditions or restrictions on the use or development of the property consistent with the purposes of the Redevelopment Area Plan. The property must be sold based upon its fair market value (FMV), as determined by a valuation of its use and purpose as determined by the Redevelopment Area Plan. The price of the land can be less than the original acquisition cost of the property.

c) *Redevelopment Bonds*

The City may issue bonds to refinance redevelopment projects. Redevelopment bonds are not a general obligation of the City, and do not represent an indebtedness of the City. Redevelopment bonds are revenue bonds payable from the income and revenue of the project being financed, other redevelopment projects, grants, or loans from the state or federal government, or other specified revenues. In the event the City is unable to sell sufficient

redevelopment bonds, it may levy taxes, incur indebtedness or issue general obligations to assist in the financing of a Redevelopment Area project utilizing general revenues.

d) Tax Increment Bonds

Arizona Revised Statute 36-1488-0.1 specifies the requirements for the use of tax increment financing (TIF) within an approved Redevelopment Area Plan. Tax increment financing would allow the City to freeze the property tax base within the Redevelopment Area. Any increment of assessed valuation due to new development over and above that already established represents an increment that can be used by the City to repay redevelopment bonds. The tax revenues from this increment that would otherwise flow to the taxing agencies (City, Coconino County, Flagstaff Unified School District and other taxing entities) would go into a special fund of the City to amortize (i.e., reduce over time) the principal and interest on loans or any indebtedness incurred by the City to finance redevelopment projects.

In order to use tax increment financing, a Redevelopment Area Plan must contain a provision regarding property tax increments and the City's intent to exercise those powers. The City may adopt this provision at the time of Redevelopment Area Plan adoption or any time in the future. The property tax assessed valuation for purposes of establishing the increment does not take place until after this provision is adopted. Further limitations on TIF powers include:

- A limitation on the length of time tax increment revenues may be collected and a limitation on the amount of bonded indebtedness to be incurred at any one time.
- A Redevelopment Area Plan with a tax increment provision cannot be adopted if the total affected area contains more than five percent of the City's total assessed valuation.
- TIF bonds cannot be used for public buildings except to finance parking facilities.

At the present time, an Arizona Appellate Court decision has been rendered declaring the tax increment provisions of the Redevelopment Law unconstitutional (*City of Tucson v. Corbin*, 1981). The Court stated that bond issues and special assessments needed to be submitted to the vote of the real property taxpayers, since tax increment provisions allow a pledge of proceeds from *ad valorem* taxes, even though the bonded indebtedness would not increase taxes or exceed debt limitations.

The Court decisions thus impose restrictions on the issuance of bonds rather than the designation of a tax increment district. The City could proceed in setting up a district and defer issuing bonds until legislation or further Court decisions clear up these restrictions. It would also be possible to issue bonds under the current Court decision if a vote of property owners approved the bond issue.

e) Bed, Board and Booze (BBB) Tax

The most significant revenue source for community development in Flagstaff is the BBB Tax, which is levied specifically for beautification, tourism and economic development projects.

The Bed, Board and Booze (BBB) Tax is a two percent sales tax levied on lodging, restaurants, and bars. The tax currently provides the City of Flagstaff approximately 98 \$2.4 million in annual revenues. The tax is currently allocated for Economic Development (approximately 17 percent), Beautification (approximately 32 percent), and Tourism (approximately 47 percent) activities, as shown in Table 3.4, *Beautification Funds Allocation*.

A substantial portion of the BBB tax revenues are already pledged to Downtown Area improvements, as indicated by the five-year expenditure plans for the Beautification Fund, Tourism Fund, and Economic Development Fund.

f) *Beautification*

In the five-year CIP, Beautification Funds are currently heavily allocated to the Downtown Area Plan improvements. The second largest allocation is for the Santa Fe Beautification Master Plan improvements, as shown in Table 3.4, *Beautification Funds Allocation*.

TABLE 3.4
BEAUTIFICATION FUNDS ALLOCATION
(FY 1993-1997)

| | |
|--------------------|--------------------|
| Downtown Area Plan | \$5,344,702 |
| Santa Fe Avenue | 2,553,531 |
| Other Streets | 1,200,400 |
| Total | \$9,098,633 |

Source: Hammer, Siler, George Associates and the City of Flagstaff; March, 1992.

The Redevelopment Area Plan suggests that Beautification funds be used primarily for park improvements including Rio de Flag Park, Rio Park, Heritage Park, and Murdock Park/Open Space.

g) *Economic Development*

BBB tax revenues targeted for economic development are approximately \$400,000 a year. The largest portion of these funds are earmarked to support the Greater Flagstaff Economic Council (GFEC) for staff and economic development activities leaving only a small portion of the funds available for capital improvements. In the five-year CIP, \$775,000 is allocated to the Mixed-Use Development Project and are identified in FY 1992-1993 and FY 1993-1994.

Many of the projects recommended in the land use plan element of the Redevelopment Area Plan include economic development projects and thus GFEC is considered to be the primary agency managing the project and a potential funding source. In addition to the mixed-use project, the GFEC is expected to take the lead on the Convention/Conference Center and

Mike's Pike Redevelopment Project and participate in the funding of other projects. The Redevelopment Commission will need to meet with the GFEC to prioritize capital improvement projects to be funded with BBB tax funds and to utilize GFEC expertise to raise additional grant funds for high priority projects.

h) Special Improvement District (SID)

Special Improvement Districts (SID) are used to finance public improvements including streets, bridges, water and sewer lines, and sidewalk and streetscape improvements. These districts are an appropriate mechanism to be utilized for projects that directly benefit adjacent properties. An SID can be proposed by City Council or a majority of the property owners and requires a majority of the property owners for approval. Improvements are financed through a special assessment levied against the property on a linear foot, square foot, or other equitable basis. If approved by the owners, an SID is relatively easy to finance because it places special liens on the property.

i) Capital Improvement Program (CIP)

The City maintains a five-year program for programming the development of public improvements. The City uses a broad range of revenue sources for capital improvements including: General Fund, Highway User Revenue Fund (HURF), Library Fund, Utility Fund, Street Bonds, and the BBB Tax Funds (Beautification, Tourism, and Economic Development). For each revenue source, the specific improvements to be funded each year are identified. The CIP process is used to prioritize the funding of projects by revenue source and also includes projects which are proposed, but not yet funded.

Each funding source applicable to Redevelopment Area Plan improvements is briefly summarized below:

- **General Fund:** The General Fund primarily includes funds from the City mill levy for the operation of general city government. Capital improvements are not generally funded from this source; however, small projects for which no other revenue source can be identified and emergency repairs are often funded from General Fund contingencies.
- **Highway User Tax Fund (HURF):** Flagstaff receives a share of Arizona state highway and gas taxes from Coconino County based on the amount of state highway maintained within the City. Flagstaff uses HURF to finance street improvements. HURF-funded projects total approximately \$2.68 million in Fiscal Year (FY) 1992-1993 and \$8.4 million over the life of the five-year CIP plan, which includes the One-Way Pair project (i.e., Beaver Street, San Francisco Street, Aspen Avenue, Birch Avenue) and Butler Road project. The most ambitious road project, the Lone Tree Overpass which is estimated at \$5 to \$6 million, is not funded and will require significant additional revenue. Although the project should be funded by HURF, the City should seek additional Arizona Department of Transportation (ADOT) aid and funding for this project, possibly through assistance for railroad crossing and/or bridge replacement funds.

- **Utility Fund:** Utilities are funded by a separate mill levy as well as water and sewer tap fees and system development fees. Utility Funds allocated to capital improvements total \$238,000 in FY 1992-1993 and approximately \$1.5 million over the life of the five-year plan.

j) *Revolving Loan Fund (RLF)*

A Revolving Loan Fund involves obtaining a grant to establish a pool of funds to be lent out at below-market interest rates for specified projects. An RLF is often used for building rehabilitation or facade rehabilitation loans within redevelopment or revitalization areas. The funds can be used to provide the entire loan at a low interest rate or can be used to provide a second loan for a specified percentage of the total loan at a lower interest rate than would be available through private financial institutions.

The City of Flagstaff, together with the Main Street Foundation, created a Downtown Beautification Loan Pool in June 1990 utilizing \$50,000 in "seed" money which was funded through the Beautification Fund. The fund was to provide one-half of a total \$15,000 maximum loan at an interest rate of three percent for facade or building improvements but went unused. Although the existing seed money has since been reallocated, the proposed streetscape improvement may create demand to re-initiate this program.

3.5.2 State Redevelopment Economic and Financial Tools

The City also has other economic and financial resources available for the financing and implementation of the Redevelopment Area Plan available through the State of Arizona. These state tools include:

a) *Arizona Department of Commerce (DOC)*

The Arizona Department of Commerce offers two additional programs on its own to induce economic development in Flagstaff and throughout the state:

- **Commerce and Economic Development Commission Loans** – This program provides below market rate loans, interest rate subsidies, loan guarantees and grants from funds generated by the Arizona Lottery, for business expansion, plant relocation, production financing and venture capital investment. The commission, established by the State Legislature two years ago, may approve applications for up to \$1 million.
- **Revolving Energy Loans for Arizona** – This program provides below market (i.e., five to six percent) loans with variable payback programs for either manufacturers of energy conserving or alternative energy products, or companies acquiring energy conserving products for use in their business.

b) *Arizona Heritage Fund Historic Preservation Grants*

The Arizona Heritage Fund (AHF) is collected from a portion of the revenues generated by the Arizona State Lottery and earmarked for the State Parks. Seventeen percent of the

\$16 million annual State Park allocation is targeted for local, regional and state historic preservation projects. In FY 1991-1992, approximately \$1.05 million has been authorized by the Arizona State Parks Board. The Historic Preservation Program includes both non-competitive initiatives and a competitive grants program. For FY 1991-1992, the approved non-competitive initiatives include:

- Site Steward Program
- Five-Year Historic Preservation Plan
- Community Assistance to prepare Historic Preservation Ordinances
- State Historic and Archaeological Inventory Update
- Resource Based Survey and Registration.

For competitive grants, two programs have been initiated and include:

- *Certified Local Government Programmatic Grants* - Certified Local Government (CLG) Programmatic Grants provide CLGs with the opportunity to apply for block grants to conduct a broad range of preservation activities meeting the general goals and priorities established by the AHF. Eligible projects include, but are not limited to, archaeological site or building stabilization; planning and feasibility studies, including the preparation of design guidelines, on the development of historic properties; facade restoration/rehabilitation; archaeological site development; structural reports; roof/window repair or replacement; walking tour brochures, information; and establishment of a local historic property register.

The matching ration for rural CLG (population of 10,000 or less) is 70/30 (70 percent State, 30 percent CLG); and for urban CLGs is 60/40. The match may be in cash, in-kind, volunteer or a combination of these, but a higher rating on the application will be given to those entities who match with cash. Projects must be completed within two years of the award of the grant.

- *General Historic Preservation Grants* - General Historic Preservation Grants have been identified for funding which relate to loss of significant heritage resources through neglect and vandalism, and threats from development and economic pressures. The emphasis of this program will be on the stabilization and protection of historic and archaeological properties. Eligible projects include, but are not limited to, archaeological site or building stabilization; the implementation of planning and feasibility studies, including the preparation of design guidelines, on the development of historic or prehistoric resources; facade restoration/rehabilitation; archaeological site development; structural reports; roof/window repair or replacement; educational projects that promote preservation and protection of historic resources; acquisition of endangered resources; and the purchase of easements for resources under development pressure.

Funds will be awarded on a cost-sharing basis with a match required. The match can be a combination of cash, volunteer and in-kind, although a 50/50 match is required. The grant recipient will be reimbursed only for 50 percent of eligible project costs, depending on the type of project, up to the amount of the grant award. A higher

rating will be given to applicants who match with cash. Projects must be completed within two years of the award of the grant.

3.5.3 Federal Redevelopment Economic and Financial Tools

In addition to City and State Economic Tools, federal resources are also available to finance the implementation of the Redevelopment Area Plan. These federal tools include:

a) *Investment Tax Credits (ITC) for Historic Rehabilitation*

The Investment Tax Credit (ITC), as defined by the Tax Reform Act of 1986, allows an individual or corporate taxpayer to take a 20 percent tax credit for the substantial rehabilitation of historic buildings that are income-producing. (Owner-occupied residences cannot qualify for the ITC.) It also allows a straight-line depreciation period of 27.5 years for residential property and 31.5 years for non-residential property for the depreciable basis of the rehabilitated building, reduced by the amount of the tax credit claimed. To qualify, a building must be listed in the National Register, or certified as being eligible, and the rehabilitation project must be approved by the Arizona State Historic Preservation Office (SHPO) and National Park Service.

b) *Low-Income Housing Tax Credits*

The low-income housing tax credit was created by Congress in 1986 (as a replacement for other housing tax preferences). The credit may be claimed over a 10-year period by owners of residential rental projects providing low-income housing. In general, the low-income housing tax credit is a credit against taxes in each year of a 10-year period. In terms of equity, the credit can bring nearly \$0.50 for every dollar of tax credit. The tax credit has become a less attractive incentive as the minimum percentage of low-income units has been increased over time from 20 percent to 70 percent.

c) *Community Development Block Grants (CDBG)*

Community Development Block Grants (CDBG) is a federal grant program for community development projects primarily benefiting low and moderate income persons and minorities. The small cities program (for cities under 50,000 population) is competitive at the City project selection and state (application) levels. Grants of up to 90 percent federal funds are available to cities for economic development, housing, and infrastructure development in low and moderate income areas (measured as census tracts with 70 percent or less of the average household income level for the city). Arizona has a total allocation in 1992 of approximately \$5 million. Cities apply on a competitive basis to the area council of governments. Flagstaff would apply to the Northern Arizona Council of Governments (NACOG) which has approximately \$1.5 million in funds to be allocated.

d) *Small Business Administration (SBA)*

The SBA and the Arizona Department of Commerce (DOC) operate in conjunction to administer the following programs for Flagstaff businesses:

- **SBA 504 Program** – This program allows an existing business to acquire fixed assets including real estate, machinery and equipment, leasehold improvements, furniture and fixtures. SBA 504 loans generally carry a maximum limit of \$750,000 and can be made utilizing a low down payment, extended terms and below market or fixed interest rates. SBA 504 certified development corporations sell 100 percent guaranteed loans for up to 40 percent of the cost of a small business plant acquisition or development project. The remaining amount of necessary financing must come from non-federal sources.
- **SBA 7(a) Loan Guaranty Program** – This program utilizes the financial strength of the SBA to provide a private lending institution with a guaranty of up to 90 percent of the total loan amount to reduce the risk to the lending institution. The 7(a) program is utilized for both short- and long-term financing to acquire land, buildings, machinery and equipment, provide working capital and debt refinancing.

e) Community Reinvestment Act

The basis of the Community Reinvestment Act began with the passage of the Home Mortgage Discipline Act of 1975. The Act was passed in an effort by Congress to ensure that financial institutions make credit available within their local communities. The problem of the issue was based on the fact that some financial institutions took deposits from their local neighborhood, but would "red line" the area based upon its age or the presence of racial minorities. Under this Act, every institution that makes federally related mortgage loans must compile and maintain data to illustrate mortgage lending activity by census tract and make the information available to the public.

In 1977, Congress enacted the Community Reinvestment Act which states that:

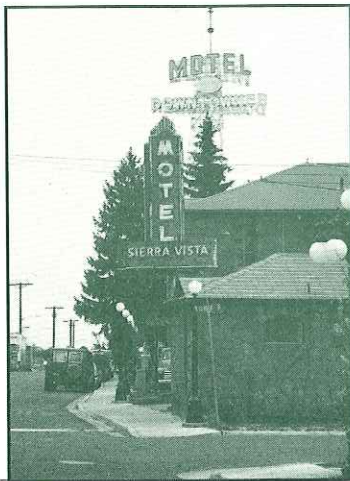
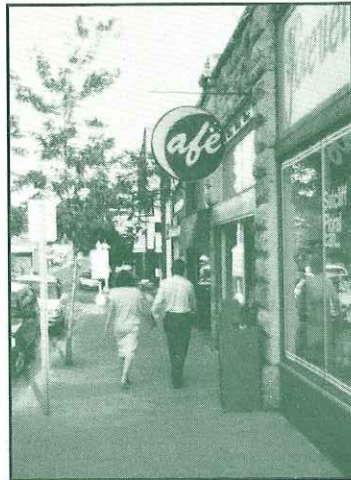
- Regulated financial institutions are required by law to demonstrate that their deposit facilities serve the convenience and needs of the communities in which they are chartered to do business.
- The convenience and needs of communities include the need for credit services as well as deposit services.
- Regulated financial institutions have continuing and affirmative obligations to help meet the credit needs of the local communities in which they are chartered.

The purpose of the Act is "...to require each appropriate Federal Financial Supervisory Agency to use its authority when examining financial institutions, to encourage such institutions to help meet the credit needs of the local communities in which they are chartered consistent with the safe and sound operation of such institutions". To carry out the Act, whenever a Federal Financial Supervisory Agency examines a financial institution, the agency must assess the record of each institution in meeting the credit needs of its community, including its low and moderate income neighborhoods.



F lagstaff

Redevelopment
Area
Designation
and
Redevelopment
Area
Plan



Section 1:
Introduction

Section 2:
Area Assessment

Section 3:
Redevelopment
Area Plan
Elements and
Economic Program

Section 4:
Redevelopment
Implementation
Program

**Glossary of
Redevelopment
Terms**

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Appendix

Section 4 **Redevelopment Area Plan Implementation Program**

The Redevelopment Area Plan Implementation Program of the **Flagstaff Redevelopment Area Designation and Redevelopment Area Plan** has been prepared to identify and describe the projects, guidelines and mechanisms to be utilized to achieve the objectives of the Plan. The Redevelopment Implementation Program is presented in the following five sections:

- Implementation Project Summary
- Redevelopment Area Plan Implementation Projects
- Redevelopment Area Displacement/Relocation Policy and Guidelines
- Existing Building Rehabilitation/Revitalization Guidelines
- Redevelopment Area Organizational and Marketing Program

The five sections were created based on the recommendations contained in the Plan elements and the identification of potential projects for future implementation. Each section is briefly described below and is more fully addressed in the following pages.

The *Implementation Project Summary* section includes a brief compilation of the implementation projects identified in Section 3, Redevelopment Area Plan Elements and Economic Program for each of the Plan elements.

The *Redevelopment Area Plan Implementation Projects* section includes a detailed description of each project identified in the land use, circulation, public facilities and urban design Plan elements.

The *Redevelopment Area Displacement/Relocation Policy and Guidelines* section presents a summary of the City displacement and relocation policies for commercial and residential properties.

The *Existing Building Rehabilitation/Revitalization Guidelines* section presents a summary of the existing guidelines, adopted by the City, for both historic and non-historic designated properties located within the Redevelopment Area.

The *Redevelopment Area Organizational and Marketing Program* section describes the recommended approach to administer and publicize redevelopment activities in downtown Flagstaff.

4.1 Implementation Project Summary

In order to effectively and efficiently achieve the objectives for the Redevelopment Area Plan elements presented earlier in this document and carry out the Redevelopment Area strategies, the Redevelopment Area Plan Implementation Program has been prepared. The projects described in this program provide a full complement of implementation tools that the City can choose from to implement the Redevelopment Area Plan. The Redevelopment Area Plan Implementation Program is summarized on Table 4.1, *Redevelopment Area Plan Implementation Projects*, to determine overall costs and timing. Each program/project is described on the following pages under the ten headings presented below:

| | |
|---|--|
| Program/Project (#): | The name of the identified implementation tool and the number to geographically reference the program/project on Figure 4-1. |
| Objective: | The reason to undertake and achieve the program/project. |
| Description: | A brief summary of the implementation approach. |
| Initial Cost: | The approximate capital cost to achieve the program/project. |
| Annual Operating Cost: | The approximate annual cost to operate and/or maintain the project/program based on generally accepted standards where appropriate. These costs do not account for additional strategies the City may utilize to reduce annual on-going costs. |
| Program Duration: | The estimated timeframe required to complete the project. |
| Priority Timeframe: | Establishes the target 5-year priority within the 20-year planning horizon for implementation of the program/project. |
| Initiation Responsibility: | The elected or appointed public body, city department, public or private agency, group, individuals or volunteers principally responsible to administer the identified program/project. |
| Potential Resources: | The listing of financial and in-kind human resources necessary to achieve the initial cost of the program/project. |
| Capital Improvement Program Integration: | The impact of the identified project upon other projects previously identified in the City's Capital Improvement Program (CIP). |

Each of the topics described above will be included in the description of each implementation project, which was identified previously for each Plan Element. Each of these projects is listed in Table 4.2, *Implementation Projects Summary, Flagstaff Area and Redevelopment Area Plan*, and is geographically located within the Redevelopment Area on Figure 4-1, *Implementation Projects*.

TABLE 4.1
Redevelopment Area Plan Implementation Projects
(By Plan Element)

| Plan Element | Project |
|---------------------|--|
| Land Use | Mixed Use Development Project (1) |
| | Convention/Conference Center (2) |
| | Upper Level Residential/Office Rehabilitation and/or Conversion (3) |
| | Warehouse District Rehabilitation (4) |
| | High Density Residential Redevelopment (5) |
| | Mike's Pike Redevelopment (6) |
| Circulation | One-Way Pairs (7) |
| | Lone Tree Road Overpass (8) |
| | Parking District and Facilities (9) |
| | Butler Avenue Widening (10) |
| | Flagstaff Urban Trails System (FUTS) and Bicycle/Pedestrian Path Improvements and Routing Signage (11) |
| | Public Transit Shelter Design and Improvements (12) |
| Public Facilities | Rio De Flag Linear Park (13) |
| | Rio Park (14) |
| | Heritage Park (15) |
| | Murdock Park/Open Space (16) |
| | Lone Tree Road Overpass/Elden Street Open Space Area (17) |
| | AMTRAK Station/Visitors Center (18) |
| | Public Art Program (19) |
| | Civic Complex Master Plan (20) |
| | Westside Storm Drains (21) |
| | Beaver Street Storm Drains (22) |
| | Storm Drains (east of Leroux Street) (23) |
| | Humphreys Street Sewer/Water Replacement (24) |
| | Birch Avenue Water Line (25) |
| | Leroux Street Sewer Line (26) |

TABLE 4.1 (Continued)
Redevelopment Area Plan Implementation Projects
(By Plan Element)

| Plan Element | Project |
|---------------------|--|
| Urban Design | Milton Road/Route 66 Streetscape Program (27) Entry/Gateway Improvements (28) Southern Redevelopment Area Streetscape Program (29) Butler Avenue Landscaping (30) |

TABLE 4.2

IMPLEMENTATION PROJECTS SUMMARY
Flagstaff Area Designation and Redevelopment Area Plan

| Program/ Project | Initial Cost (1992 Dollars) | Annual Operating Cost (1992 Dollars) | Program Duration | IMPLEMENTATION FRAMEWORK | | | | | Initiation Responsibility | Resources | |
|--|--------------------------------|--|---------------------|--------------------------|------|-------|-------|--|---|--|--|
| | | | | TIMEFRAME (years) | | | | | | | |
| | | | | 1-5 | 5-10 | 10-15 | 15-20 | | | | |
| LAND USE PLAN ELEMENT IMPLEMENTATION PROJECTS | | | | | | | | | | | |
| Mixed Use Development Project (1) | \$500,000 - \$1,000,000 | NA | 10 - 12 months | ● | | | | | Flagstaff Redevelopment Commission | BBB Tax Revenues; GFEC; City General Fund | |
| Convention/ Conference Center (2) | \$5 -6 million | \$0 - 200,000 | 12 - 18 months | | ● | | | | Greater Flagstaff Economic Council (GFEC); Flagstaff Redevelopment Commission | BBB Tax (GFEC); Tax Increment Financing (TIF) | |
| Upper Level Residential/ Office Rehabilitation (3) | \$0 | \$40,000 - 60,000 | Ongoing | ● | ● | ● | ● | | Main Street Foundation | GFEC; Sales Tax Revenues; CDBG; HPTC; Section 202 Elderly/Section 8 Rental Assistance Programs; HOME Funds; Banking Consortium Loan Fund to meet CRA requirements; Historic Preserva- tion Tax Credits (HPTC); and Low- Income Housing Tax Credits (LIHTC) | |
| Warehouse District Rehabilitation (4) | \$0 - 250,000 | NA | 6 - 8 months | ● | | | | | Flagstaff Planning Division | BBB Tax (GFEC) | |

TABLE 4.2 (continued)

IMPLEMENTATION PROJECTS SUMMARY
Flagstaff Area Designation and Redevelopment Area Plan

| Program/ Project | Initial Cost (1992 Dollars) | Annual Operating Cost (1992 Dollars) | Program Duration | IMPLEMENTATION FRAMEWORK | | | | | Initiation Responsibility | Resources |
|---|--------------------------------|--|---------------------|--------------------------|------|-------|-------|--|---|--|
| | | | | TIMEFRAME (years) | | | | | | |
| | | | | 1-5 | 5-10 | 10-15 | 15-20 | | | |
| High Density Residential Redevelopment (5) | \$250,000 - 500,000 | NA | 12 - 18 months | ● | | | | | Flagstaff Planning Division and/or Northern Arizona University | BBB Tax (GFEC); CDBG; LIHTC; Section 202 Elderly/ Section 8 Rental Assistance Programs; HOME Funds; Banking Consortium Loan Fund to meet CRA requirements; State of Arizona First- Time Homebuyer Mortgage Program |
| Mike's Pike Redevelopment (6) | \$500,000 - 1,000,000 | NA | 12 - 18 months | ● | | | | | Flagstaff Redevelopment Commission; Flagstaff Planning Division; GFEC | BBB Tax (GFEC) |

TABLE 4.2 (continued)

IMPLEMENTATION PROJECTS SUMMARY
Flagstaff Area Designation and Redevelopment Area Plan

IMPLEMENTATION FRAMEWORK

| Program/ Project | Initial Cost (1992 Dollars) | Annual Operating Cost (1992 Dollars) | Program Duration | TIMEFRAME (years) | | | | Initiation Responsibility | Resources |
|--|--------------------------------|--|---------------------|-------------------|------|-------|-------|--|---|
| | | | | TIMEFRAME (years) | | | | | |
| | | | | 1-5 | 5-10 | 10-15 | 15-20 | | |
| CIRCULATION PLAN ELEMENT IMPLEMENTATION PROJECTS | | | | | | | | | |
| One-Way Pairs (7) | \$325,000 | NA | 12 months | ● | | | | Flagstaff Engineering Division | HURF |
| Lone Tree Road Overpass (8) | \$5 - 6 million | NA | 24 - 36 months | ● | ● | | | Flagstaff Planning Division and Engineering Division | ISTEA; ADOT; HURF; Street Bonds; Private Contributions |
| Parking District and Facilities (9) | \$1,188,488 | \$10,000 - 20,000 | Ongoing | ● | | | | Flagstaff Planning Division and Engineering Division | BBB Tax (GFEC) (Tourism); SID |
| Butler Avenue Widening (10) | \$698,750 | NA | 24 months | ● | | | | Flagstaff Engineering Division | HURF |
| Flagstaff Urban Trails System (FUTS) and Bicycle/ Pedestrian Path Improvements and Routing Signage (11) | \$45,000 - 70,000 | NA | 6-12 months | ● | | | | Flagstaff Planning Division, Engineering Division and Beautification Division | BBB Tax (Beautification) |
| Public Transit Shelter Design and Improve- ments (12) | \$6,000 - 7,000 | \$600 - 700 | 12 - 24 months | ● | | | | Flagstaff Planning Division, Pine Country Transit | BBB Tax (GFEC) Coconino County, Federal Funds |

TABLE 4.2 (continued)

IMPLEMENTATION PROJECTS SUMMARY
Flagstaff Area Designation and Redevelopment Area Plan

| Program/ Project | Initial Cost (1992 Dollars) | Annual Operating Cost (1992 Dollars) | Program Duration | IMPLEMENTATION FRAMEWORK | | | | | Initiation Responsibility | Resources | |
|--|--------------------------------|--|---------------------|--------------------------|------|-------|-------|--|---|--|--|
| | | | | TIMEFRAME (years) | | | | | | | |
| | | | | 1-5 | 5-10 | 10-15 | 15-20 | | | | |
| PUBLIC FACILITIES PLAN ELEMENT IMPLEMENTATION PROJECTS | | | | | | | | | | | |
| Rio De Flag Linear Park (13) | \$200,000 - 300,000 | \$8,000 - 10,000 | Ongoing | ● | | | | | Flagstaff Planning Division and Engineering Division | BBB Tax (Beautification); General Fund | |
| Rio Park (14) | \$450,000 - 475,000 | \$14,000 - 16,000 | Ongoing | ● | | | | | Flagstaff Planning Division and Engineering Division | BBB Tax (Beautification); General Fund | |
| Heritage Park (15) | \$500,000 - 600,000 | \$15,000 - 18,000 | Ongoing | | ● | | | | Flagstaff Planning Division and Beautification Division | BBB Tax (Tourism) (Beautification); Heritage Fund; General Fund | |
| Murdock Park/ Open Space (16) | \$22,500 - \$26,250 | \$700 - 1,000 | Ongoing | ● | | | | | Flagstaff Parks Department and Beautification Division | General Fund | |
| Lone Tree Road Overpass/Elden Street Open Space Area (17) | \$94,500 - 121,500 | \$3,000 - 4,000 | 6 - 12 months | | ● | | | | Flagstaff Planning Division and Engineering Division | ISTEA; ADOT; HURF; BBB Tax (Beautification) | |
| AMTRAK Station/Visitors Center (18) | \$250,000 - 500,000 | \$25,000 - 50,000 | 12-24 months | ● | | | | | Flagstaff Tourism Division | General Fund; BBB Tax (Tourism) | |

TABLE 4.2 (continued)

IMPLEMENTATION PROJECTS SUMMARY
Flagstaff Area Designation and Redevelopment Area Plan

| Program/ Project | Initial Cost (1992 Dollars) | Annual Operating Cost (1992 Dollars) | Program Duration | IMPLEMENTATION FRAMEWORK | | | | | Initiation Responsibility | Resources |
|--|--------------------------------|--|---------------------|--------------------------|------|-------|-------|--|--|---|
| | | | | TIMEFRAME (years) | | | | | | |
| | | | | 1-5 | 5-10 | 10-15 | 15-20 | | | |
| Public Art Program (19) | \$8,000 - 12,000 | \$2,500 - 5,000 | Ongoing | ● | | | | | Flagstaff Arts and Science Commission | BBB Tax; General Fund; Potential one percent fee for all construction in Redevelopment Area; Arizona Council for the Arts |
| Civic Complex Master Plan (20) | \$35,000 - 50,000 | NA | 6 months | ● | | | | | Flagstaff Planning Division | General Fund |
| Westside Storm Drains (21) | \$300,000 | NA | 12 months | ● | | | | | Flagstaff Utilities Division and Engineering Division | HURF |
| Beaver Street Storm Drains (22) | \$408,500 | NA | 12 months | ● | | | | | Flagstaff Utilities Division and Engineering Division | HURF |
| Storm Drains East of Leroux Street (23) | \$646,000 | NA | 24 months | ● | | | | | Flagstaff Utilities Division and Engineering Division | HURF |
| Humphreys Street Sewer/ Water Replacement (24) | \$824,500 | NA | 24 months | ● | | | | | Flagstaff Utilities Division and Engineering Division | Utility Bonds |

TABLE 4.2 (continued)

IMPLEMENTATION PROJECTS SUMMARY
Flagstaff Area Designation and Redevelopment Area Plan

| Program/ Project | Initial Cost (1992 Dollars) | Annual Operating Cost (1992 Dollars) | Program Duration | IMPLEMENTATION FRAMEWORK | | | | | Initiation Responsibility | Resources |
|----------------------------------|--------------------------------|--|---------------------|--------------------------|------|-------|-------|--|--|---------------|
| | | | | TIMEFRAME (years) | | | | | | |
| | | | | 1-5 | 5-10 | 10-15 | 15-20 | | | |
| Birch Avenue Water Line (25) | \$107,500 | NA | 12 months | ● | | | | | Flagstaff Utilities Division and Engineering Division | Utility Bonds |
| Leroux Street Sewer Line (26) | \$155,000 | NA | 12 months | ● | | | | | Flagstaff Utilities Division and Engineering Division | Utility Bonds |

TABLE 4.2 (continued)

IMPLEMENTATION PROJECTS SUMMARY
Flagstaff Area Designation and Redevelopment Area Plan

| Program/ Project | Initial Cost (1992 Dollars) | Annual Operating Cost (1992 Dollars) | Program Duration | IMPLEMENTATION FRAMEWORK | | | | | Initiation Responsibility | Resources | |
|---|--------------------------------|--|-----------------------------|--------------------------|------|-------|-------|--|---|---|--|
| | | | | TIMEFRAME (years) | | | | | | | |
| | | | | 1-5 | 5-10 | 10-15 | 15-20 | | | | |
| URBAN DESIGN PLAN ELEMENT IMPLEMENTATION PROJECTS | | | | | | | | | | | |
| Milton Road/ Route 66 Streetscape Program (27) | \$6-8 million | \$60,000 - 80,000 | 12-24 months, ongoing | ● | | | | | Flagstaff Beautification Division; Flagstaff Planning Division; and Engineering Division | ADOT; BBB Tax (Beautification) | |
| Entry/Gateway Improvements (28) | \$720,884 | \$7,000 - 10,000 | 12-24 months, ongoing | ● | ● | | | | Flagstaff Beautification Division; Flagstaff Planning Division; and Engineering Division | ADOT; BBB Tax (Beautification) | |
| Southern Redev. Area Streetscape Program (29) | \$908,558 | \$90,000 - 100,000 | 12-24 months, ongoing | ● | | | | | Flagstaff Planning Division and Engineering Division | BBB Tax (Tourism) (Beautification); GFEC; General Fund | |
| Butler Avenue Landscaping (30) | \$225,000 | \$7,000 - 12,000 | 6 - 12 months | ● | | | | | Flagstaff Planning Division | BBB Tax (Beautification) | |

Key to Abbreviations:

ADOT - Arizona Department of Transportation
 BBB - Bed, Board and Booze Tax
 CDBG - Community Development Block Grants
 CRA - Community Reinvestment Act
 GFEC - Greater Flagstaff Economic Council
 HPTC - Historic Preservation Tax Credits
 ISTE - Intermodal Surface Transportation Efficiency Act
 LIHTC - Low-Income Housing Tax Credits
 SID - Special Improvement District
 TIF - Tax Increment Financing

Source: BRW, Inc., March 1992.



FLAGSTAFF REDEVELOPMENT AREA DESIGNATION AND REDEVELOPMENT PLAN

CITY OF FLAGSTAFF, ARIZONA IMPLEMENTATION PROJECTS

LAND USE

- 1 MIXED USE DEVELOPMENT PROJECT
- 2 CONVENTION/CONFERENCE CENTER
- 3 UPPER LEVEL RESIDENTIAL DEVELOPMENT / REHABILITATION
- 4 WAREHOUSE DISTRICT REHABILITATION
- 5 HIGH DENSITY RESIDENTIAL REDEVELOPMENT
- 6 MIKES PIKE REDEVELOPMENT

CIRCULATION

- 7 ONE WAY PAIRS
- 8 LONE TREE ROAD OVERPASS
- 9 PARKING DISTRICT AND FACILITIES
- 10 BUTLER AVENUE WIDENING
- 11 BICYCLE/PEDESTRIAN PATH IMPROVEMENTS AND ROUTING SIGNAGE
- 12 PUBLIC TRANSIT SHELTER DESIGN AND IMPROVEMENTS

PUBLIC FACILITIES AND UTILITIES

- 13 RIO DE FLAG LINEAR PARK
- 14 RIO PARK
- 15 HERITAGE PARK
- 16 MURDOCK PARK / OPEN SPACE
- 17 LONE TREE OVERPASS/ELDEN STREET OPEN SPACE AREA
- 18 AMTRAK STATION
- 19 PUBLIC ART PROGRAM
- 20 CIVIC COMPLEX MASTER PLAN
- 21 WESTSIDE STORM DRAINS
- 22 BEAVER STREET STORM DRAINS
- 23 STORM DRAINS (EAST OF LEROUX STREET)
- 24 HUMPHREYS STREET SEWER / WATER REPLACEMENT
- 25 BIRCH AVENUE WATER LINE
- 26 LEROUX STREET SEWER

URBAN DESIGN

- 27 MILTON ROAD / ROUTE 66 STREETScape PROGRAM
- 28 ENTRY/GATEWAY IMPROVEMENTS
- 29 SOUTHERN REDEVELOPMENT STREETScape PROGRAM
- 30 BUTLER AVENUE LANDSCAPING

SOURCE: BRW, INC.
 HAMMER, SILVER, GEORGE, ASSOCIATES,
 FLAGSTAFF CAPITAL IMPROVEMENT
 PROGRAM, DOWNTOWN AREA PLAN

REDEVELOPMENT AREA BOUNDARY

0 FT 200 400 600 800 1000 1200



PLANNING TRANSPORTATION ENGINEERING URBAN DESIGN
 BRW, INC. 2700 N. CENTRAL SUITE 1000 PHOENIX, ARIZONA 85004

JUNE 1992



4.2 Redevelopment Area Plan Implementation Projects

4.2.1 Land Use Plan Element Implementation Projects

| | |
|---|--|
| Program/Project: | MIXED USE DEVELOPMENT PROJECT (1) |
| Objective: | To provide pedestrian-oriented retail space, public parking and plaza space to infill the North Retail Core. |
| Description: | The northeast corner of Aspen Avenue and Leroux Street is a key vacant parcel within the North Retail Core. The approximate 30,000 square foot site was identified in the Market Assessment Overview as having potential to accommodate several needs, including parking, additional pedestrian-oriented retail space and a plaza to be used for downtown events. The City of Flagstaff has now acquired the property and has issued a Request for Proposals (RFP) to the private development community to achieve these improvements. The City is intending to sell or lease the site to a private developer who will provide underground parking, a public plaza, and additional ground-level retail and upper-level office or residential on the property. The City is willing to negotiate certain public incentives or participation to enable the project to be developed as proposed. |
| Initial Cost: | The initial cost may range from \$500,000 to 1,000,000, including land acquisition and other incentives provided by the City. |
| Annual Operating Cost: | NA |
| Program Duration: | Once the development agreement is negotiated between the selected developer and the City, the construction process should be complete in approximately 10 to 12 months. |
| Timeframe: | 1 to 5 years |
| Initiation Responsibility: | Flagstaff Redevelopment Commission |
| Potential Resources: | BBB Tax Revenues, Greater Flagstaff Economic Council (GFEC), City General Fund |
| Capital Improvement Program Integration: | This project is identified in the City Capital Improvement Program (CIP) and is funded for \$583,000 in FY 1992-1993 and \$192,000 in FY 1993-1994. |

Program/Project: CONVENTION/CONFERENCE CENTER (2)

Objective: To attract increasing levels of out-of-town visitors to the Redevelopment Area; to support downtown retail and restaurant space; to generate sales and lodging revenue and associated tax revenue and to provide a location for large civic events.

Description: The Market Assessment Overview identified the potential for a downtown Convention/Conference Center of 30,000 to 40,000 square feet to provide a location for large meetings and conferences that cannot be accommodated by existing hotels. The proposed Convention/Conference Center would include a ballroom of approximately 12,000 square feet, which would accommodate a maximum group size of 1,000 people. The Conference Center can expand visitation to Flagstaff by generating additional and larger meetings, particularly in the shoulder season (i.e., the period immediately preceding the peak season and the period immediately following the peak season). A downtown location is desirable for many out-of-town visitors who could stay at a facility where their conference is being held and also have the added benefit of experiencing a historic downtown that offers a wide variety of shopping, recreational and educational opportunities, and provides additional support for retail space. The Convention Center would perform at its fullest potential if it were located adjacent to a conference-oriented hotel. The Redevelopment Area Assessment confirmed that the proposed site (two blocks north of Route 66 and east of San Francisco Street) is currently underutilized (auto sales) and that the site should be redeveloped for higher intensity land uses that are warranted in the Downtown.

The previously identified area is approximately 180,000 square feet or 4.13 acres and would require the assembly of several parcels to create the necessary acreage for this project. The site also can accommodate an estimated 35,000 square foot Conference Center and a 150-to 200-room convention-oriented hotel. Parking for approximately 400 cars should be built on-site, which could be accommodated in a two-level parking structure.

The development of the hotel would be attractive to a private developer if the Convention Center were built by the City, or in a joint public/private partnership, reducing the public project costs to \$5 to \$6 million. Public costs could be further reduced through the land value recovered for the hotel development, as well as sharing of the parking facilities serving the hotel.

- Initial Cost:** The initial cost for this project could range from \$5 to \$6 million and includes land acquisition, demolition and relocation (\$800,000 to \$1 million), convention center development (\$3 to \$4 million), and parking (\$800,000 to \$900,000). If the cost to develop the proposed hotel were included, the total cost would range from \$11 to \$12 million.
- Annual Operating Cost:** \$0 to 200,000
- Program Duration:** The duration of this program may require 1 to 2 years which includes the preparation of the RFP (to develop the convention facility, parking or hotel; or any combination of these components), selection of the developer and negotiation of the project to be developed. The time necessary to construct the project would add an additional 12 to 18 months.
- Timeframe:** 5 to 10 years
- Initiation Responsibility:** Greater Flagstaff Economic Council (GFEC), Flagstaff Redevelopment Commission
- Potential Resources:** BBB Tax (GFEC), Tax Increment Financing (TIF)
- Capital Improvement Program Integration:** This project is not identified in the City Capital Improvement Program (CIP), but components (i.e., parking, infrastructure upgrading) could be included in the future.

Program/Project: UPPER LEVEL RESIDENTIAL/OFFICE REHABILITATION AND/OR CONVERSION (3)

Objective: To increase downtown building utilization and to provide additional market support for retail and office space.

Description: The North Retail Core has established rising occupancy levels in surface level retail space, with increasing sales volume over the last three years. As a result, retail lease rates are increasing which has fostered building renovation in several locations. However, these building renovations have not included the upper floors of commercial buildings for use as housing or office uses. The recent conversion of some upper level space in the Babbitt Building (NW corner of San Francisco Street and Aspen Avenue) to apartments has been successfully leased at "top-of-the-market" rents. Current real estate conditions support continued upper level renovation to conventional or loft/studio apartments, or office space and should be strongly supported and encouraged.

The City and the Main Street Flagstaff Foundation should provide assistance to property owners and developers. This assistance should include:

- Staff assistance to developers seeking state and federal funds for housing;
- Building code regulation flexibility for historic and older building renovation;
- Architectural assistance for design; and
- Financial assistance through a revolving loan fund.

Initial Cost: \$0

Annual Operating Cost: \$40,000 to 60,000

Program Duration: Ongoing

Timeframe: 1 to 20 years

Initiation Responsibility: Main Street Foundation

Potential Resources: GFEC, Sales Tax Revenues, Community Development Block Grants (CDBG), Section 202 Elderly/Section 8 Rental Assistance Programs, HOME Funds, a Banking Consortium Revolving Loan Fund to meet CRA requirements, Historic Preservation Tax Credits (HPTC) and Low-Income Housing Tax Credits (LIHTC).

Capital Improvement Program Integration: This project is not identified in the City Capital Improvement Program (CIP).

| | |
|-----------------------------------|---|
| Program/Project: | WAREHOUSE DISTRICT REHABILITATION (4) |
| Objective: | To strengthen the retail linkage between the Beaver Street Retail Corridor and the San Francisco Retail Corridor through the rehabilitation of underutilized, but architecturally and historically significant, railroad buildings. |
| Description: | <p>The retail parcels located south of the railroad right-of-way between Beaver Street (on the west) and San Francisco Street (on the east) are also underutilized. The existing structure facing Beaver Street and Phoenix Avenue contains a nursery/plant store and used furniture. The existing structure located west of San Francisco Street contains a lumber yard, and the existing structure located on the east side of San Francisco Street contains a storage warehouse. These sites are prime locations for strengthening the retail mix and providing a better connection of uses between pedestrian-oriented retail along the Beaver and San Francisco Retail Corridors, as well as linking the North Retail Core in the Downtown.</p> <p>The lumber yard and Anderson Buildings are larger buildings that could be rehabilitated to accommodate additional retail or other commercial uses, including galleries and artist studios. As these sites become available, they should be encouraged for redevelopment and rehabilitation as described. If necessary, the properties should be acquired as a preventative measure to preclude development to undesired uses. Some public financial assistance may also be necessary to satisfy Arizona State Historic Preservation Office (SHPO) objectives of rehabilitation for architecturally significant historic structures.</p> |
| Initial Cost: | \$0 to 250,000 for acquisition of selected properties |
| Annual Operating Cost: | NA |
| Program Duration: | Once a proposal for this project is evaluated and approved by the Redevelopment Commission, the construction renovation period should require six to eight months. |
| Timeframe: | 1 to 5 years |
| Initiation Responsibility: | Flagstaff Planning Division |

Potential Resources: BBB Tax (GFEC)

**Capital Improvement
Program Integration:** This project is not identified in the City Capital Improvement
Program (CIP).

| | |
|---|--|
| Program/Project: | HIGH DENSITY RESIDENTIAL REDEVELOPMENT (5) |
| Objective: | To provide an appropriate redevelopment site for a major apartment development to increase the number of residents within the Redevelopment Area. |
| Description: | This site includes approximately 180,000 square feet of land, of which 80,000 square feet is located east of Agassiz Street. This location is underutilized and in deteriorated condition. The property is recommended for assembly and redevelopment as a medium-density (15 to 20 DU/AC) residential site for apartments, and could yield between 60 and 80 units. |
| Initial Cost: | \$250,000 to 500,000 for land assembly |
| Annual Operating Cost: | NA |
| Program Duration: | Once the land has been assembled and sold, the construction of these units could take between twelve and eighteen months. |
| Timeframe: | 5 to 10 years |
| Initiation Responsibility: | Flagstaff Planning Division and/or Northern Arizona University |
| Potential Resources: | BBB Tax (GFEC), CDBG, LIHTC, Section 202 Elderly/Section 8 Rental Assistance Programs, HOME Funds, a Banking Consortium Revolving Loan Fund to meet CRA requirements; State of Arizona First Time Homebuyer Mortgage Program. |
| Capital Improvement Program Integration: | This project is not identified in the City Capital Improvement Program (CIP). |

- Program/Project:** MIKE'S PIKE REDEVELOPMENT (6)
- Objective:** To redevelop deteriorated, underutilized property with existing incompatible land uses and to provide a large development site for retail goods (not available Downtown) and/or high-density residential housing.
- Description:** The triangle of land located between Mike's Pike, Milton Road, and Phoenix Avenue is deteriorated and underutilized with a mixture of low-value commercial and distribution uses. This site has been identified as appropriate for land assembly and redevelopment of a major commercial retail center and/or high density residential housing based on the visibility of the parcel, its centralized location Downtown and proximity to NAU.
- The Market Assessment Overview determined that a 75,000 to 100,000 square foot Factory Outlet Mall (FOM) would be supportable near Downtown Flagstaff. This development could be a major attractor, bringing in additional support for the specialty and restaurant orientation of the existing downtown retail base. Developed at a floor area ratio (FAR) of 0.25, this development would require a site of approximately 250,000 square feet which is possible at this location, particularly if the parcel directly to the north of Phoenix Avenue is included. Additionally, at average sales rates of \$250 per square foot, such a development would generate approximately \$25 million in total retail sales, \$250,000 in sales tax, and the potential to capture \$50,000 in BBB tax on an annual basis.
- It is important for the City to maintain strong controls on the design and site planning of this development to ensure that the architectural form, massing and facade treatment compatibly integrate with the surrounding residential neighborhood and architectural character of the Downtown Area, links with other retail areas, provides functional vehicular access, and strong non-vehicular connections to the existing downtown core. The development should reflect a "railroad theme" consistent with this location and should be oriented to both the North Retail Core and Beaver and San Francisco Street Retail Corridors.
- This site, which is estimated at approximately 250,000 square feet, would also be an appropriate location for medium-density apartments (15-20 DU/AC) to serve the nearby NAU student

market. If the potential for a Factory Outlet Mall does not materialize, this site should be acquired, assembled and sold for housing development.

Initial Cost: \$500,000 to 1,000,000 for assembly and relocation costs

Annual Operating Cost: NA

Program Duration: Once the development agreement is negotiated and the site is assembled by the City, the construction period should require twelve to eighteen months.

Timeframe: 1 to 5 years

Initiation Responsibility: Flagstaff Redevelopment Commission, Flagstaff Planning Division, GFEC

Potential Resources: BBB Tax (GFEC)

Capital Improvement Program Integration: This project is not identified in the City Capital Improvement Program (CIP).

4.2.2 Circulation Plan Element Implementation Projects

| | |
|---|---|
| Program/Project: | ONE-WAY PAIRS (7) |
| Objective: | To increase the function, capacity and safety of San Francisco Street, Beaver Street, Aspen Avenue and Birch Avenue. |
| Description: | The designation of San Francisco Street and Beaver Street to function as a one-way couplet (northbound and southbound) respectively, between Columbus Avenue and Butler Avenue will be augmented by the one-way couplet of Aspen Avenue and Birch Avenue (eastbound and westbound) respectively, between Humphreys Street and Elden Street. |
| Initial Cost: | \$325,000 |
| Annual Operating Cost: | NA |
| Program Duration: | 12 months |
| Timeframe: | 1 to 5 years |
| Initiation Responsibility: | Flagstaff Engineering Division |
| Potential Resources: | HURF |
| Capital Improvement Program Integration: | This project is identified in the City Capital Improvement Program and is unfunded in FY 1992-1993. |

| | |
|---|--|
| Program/Project: | LONE TREE ROAD OVERPASS (8) |
| Objective: | To provide a major north-south arterial into and through the Redevelopment Area, alleviating traffic congestion in Route 66/ Milton Road and to supply direct vehicular access to the proposed convention/conference facility. |
| Description: | <p>The future Lone Tree Road/Interstate 40 interchange will provide alternative north-south routing through Flagstaff. By extending the roadway north and overlying the existing Elden Road alignment, through the Redevelopment Area, the potential exists to bridge the AT&SF Railroad Tracks and Route 66 to provide direct vehicular access to the North Retail Core.</p> <p>The specifications for the bridge include an approximate 1,200 foot long structure, constructed to contain four lanes of traffic and one bike lane in each direction. The bridge would have to utilize a 26-foot vertical clear area (to allow the passage of trains and freight truck traffic) and should be designed to utilize maximum five percent roadway grades to transition to surface streets.</p> |
| Initial Cost: | \$5 to 6 Million |
| Annual Operating Cost: | NA |
| Program Duration: | Once funded, the project would take approximately 12 to 18 months for design and approvals and an additional 12 to 18 months for construction. |
| Timeframe: | 1 to 10 years |
| Initiation Responsibility: | Flagstaff Planning Division and Engineering Division |
| Potential Resources: | ISTEA, ADOT, Highway User Revenue Funds (HURF), Street Bonds, Private Contributions |
| Capital Improvement Program Integration: | This project is not identified in the City Capital Improvement Program (CIP). |

| | |
|---|---|
| Program/Project: | PARKING DISTRICT AND FACILITIES (9) |
| Objective: | To create a parking district for the Redevelopment Area, and to design and locate parking facilities within strategic locations that are proximate to employment, public/semi-public facilities and park and open space uses. |
| Description: | The formation of a parking district will identify the key sites, on a comprehensive basis, that are recommended to be developed as parking facilities. These sites may be developed as surface or structured facilities, or a combination of parking facilities and other appropriate (i.e. commercial, office) facilities above or below ground. |
| Initial Cost: | \$1,188,488 |
| Annual Operating Cost: | \$10,000 to 20,000 |
| Program Duration: | Ongoing |
| Timeframe: | 1 to 5 years |
| Initiation Responsibility: | Flagstaff Engineering Division and Planning Division |
| Potential Resources: | BBB Tax (GFEC)(Tourism), Special Improvement District (SID) |
| Capital Improvement Program Integration: | This project is identified in the City Capital Improvement Program (CIP), and is unfunded in FY 1992-1993. |

Program/Project: BUTLER AVENUE WIDENING (10)

Objective: To increase the vehicular capacity and mobility of Butler Avenue through the Redevelopment Area.

Description: The Butler Avenue widening project will increase Butler Avenue, between San Francisco Street and Elden Street, to a five-lane roadway.

Initial Cost: \$698,750

Annual Operating Cost: NA

Program Duration: This project is projected to utilize a two year process.

Timeframe: 1 to 5 years

Initiation Responsibility: Flagstaff Engineering Division

Potential Resources: HURF, (\$163,000);
Street Bonds (\$535,750)

Capital Improvement Program Integration: This project is identified on the City Capital Improvement Program (CIP), and is funded for \$85,123 in FY 1992-1993.

Program/Project: FLAGSTAFF URBAN TRAILS SYSTEM (FUTS) AND BICYCLE/PEDESTRIAN PATH IMPROVEMENTS AND ROUTING SIGNAGE (11)

Objective: To enhance and link the existing on-street bicycle/pedestrian path system with a pathway along the Rio De Flag Linear Park.

Description: The Rio De Flag has been evaluated to mitigate the potential of flooding caused by 100-year storm events. The inclusion of aesthetic treatments and non-vehicular paths will create an amenity to link existing and proposed parks to adjacent commercial, public/semi-public and residential areas.

The pathway should be located adjacent to the Rio De Flag channel and constructed to a width of eight feet to allow adequate space for pedestrians and bicyclists.

Initial Cost: \$45,000 to 70,000

Annual Operating Cost: NA

Program Duration: 3 to 6 months (design), 3 to 6 months (construction).

Timeframe: 1 to 5 years

Initiation Responsibility: Flagstaff Planning Division, Engineering Division and Beautification Division

Potential Resources: BBB Tax (Beautification)

Capital Improvement Program Integration: This project is not identified in the City Capital Improvement Program (CIP).

| | |
|---|---|
| Program/Project: | PUBLIC TRANSIT SHELTER DESIGN AND IMPROVEMENTS (12) |
| Objective: | To provide relief from the climatic extremes of Flagstaff by waiting transit patrons. |
| Description: | The transit shelter stops to be developed will utilize appropriate signage, compatible architectural treatment and color to integrate with the Phase 1 Downtown Streetscape Improvements. |
| Initial Cost: | \$6,000 to 7,000 |
| Annual Operating Cost: | \$600 to 700 |
| Program Duration: | 12 to 24 months |
| Timeframe: | 1 to 5 years |
| Initiation Responsibility: | Flagstaff Planning Division, Pine Country Transit |
| Potential Resources: | BBB Tax (GFEC), Coconino County, Federal Funds |
| Capital Improvement Program Integration: | This project is not identified in the City Capital Improvement Program (CIP). |

4.2.3 Public Facilities Plan Element Implementation Projects**Program/Project:** RIO DE FLAG LINEAR PARK (13)**Objective:** To provide protection from 100-year storm events, as well as aesthetically integrate water feature and bicycle and pedestrian circulation components to link the northern and southern portions of the Redevelopment Area.**Description:** The Rio De Flag Linear Park is recommended to utilize the historic drainage channel in the northern Redevelopment Area and provides a buffer between the AT&SF railroad tracks and employment uses in the southern portion of the Redevelopment Area. The Linear Park would link Wheeler Park and Rio Park to provide mid-destination points along the route, as well as a below-grade crossing of Route 66.**Initial Cost:** \$200,000 to 300,000**Annual Operating Cost:** \$8,000 to \$10,000**Program Duration:** Ongoing**Timeframe:** 1 to 5 years**Initiation Responsibility:** Flagstaff Planning Division and Engineering Division**Potential Resources:** BBB Tax (Beautification), General Fund**Capital Improvement Program Integration:** This project is not identified in the City Capital Improvement Program (CIP).

| | |
|---|---|
| Program/Project: | RIO PARK (14) |
| Objective: | To create a recreational amenity within close proximity of neighborhood areas that mitigates the impact of the 100-year flood and serves as a mid-destination linkage along the Rio De Flag at the northwest corner of Phoenix Avenue and Beaver Street. |
| Description: | Rio Park is an approximate one-acre site located adjacent to the natural drainage channel of the Rio De Flag. The park is recommended to contain group play areas, picnic facilities, and special events space, utilizing a design that provides flood protection for adjacent property owners. |
| Initial Cost: | \$450,000 to 475,000 (land acquisition, park design and improvements) |
| Annual Operating Cost: | \$14,000 to \$16,000 |
| Program Duration: | Ongoing |
| Timeframe: | 1 to 5 years |
| Initiation Responsibility: | Flagstaff Planning Division and Engineering Division |
| Potential Resources: | BBB Tax (Beautification), General Fund |
| Capital Improvement Program Integration: | This project is not identified in the City Capital Improvement Program (CIP). |

| | |
|---|--|
| Program/Project: | HERITAGE PARK (15) |
| Objective: | To provide an open space buffer on the south side of Route 66, adjacent to the AT&SF railroad tracks, between San Francisco Street and the eastern Redevelopment Area boundary, to link with the City's recent land purchase to the east and to enhance the cultural facilities of downtown Flagstaff. |
| Description: | Heritage Park is recommended to thematically link both sides of Route 66 to capture the commercial ambiance and to revitalize existing railroad structures (i.e., AMTRAK Station, Old Stone Depot) into cultural facilities, including native american exhibits, tourist information and City history. |
| Initial Cost: | \$500,000 to 600,000 |
| Annual Operating Cost: | \$15,000 to \$18,000 |
| Program Duration: | Ongoing |
| Timeframe: | 5 to 10 years |
| Initiation Responsibility: | Flagstaff Planning Division and Beautification Division |
| Potential Resources: | BBB Tax (Tourism)(Beautification), Heritage Fund, General Fund |
| Capital Improvement Program Integration: | This project is not identified in the City Capital Improvement Program (CIP). |

| | |
|---|--|
| Program/Project: | MURDOCK PARK/OPEN SPACE (16) |
| Objective: | To provide a neighborhood park for the surrounding residents adjacent to the existing community center. |
| Description: | The existing vacant area surrounding the Murdock Community Center, located at the intersection of Agassiz Street and Brannen Avenue, would provide a needed amenity for adjacent residents and community center users. The site is approximately 15,000 square feet and would provide an effective noise buffer for Butler Avenue. |
| Initial Cost: | \$22,500 to \$26,500 |
| Annual Operating Cost: | \$700 to \$1,000 |
| Program Duration: | Ongoing |
| Timeframe: | 1 to 5 years |
| Initiation Responsibility: | Flagstaff Parks Department and Beautification Division |
| Potential Resources: | General Fund |
| Capital Improvement Program Integration: | The project is not identified on the City Capital Improvement Program (CIP). |

| | |
|---|---|
| Program/Project: | LONE TREE ROAD OVERPASS/ELDEN STREET OPEN SPACE AREA (17) |
| Objective: | To provide an aesthetic landscape treatment for the land located adjacent to the Lone Tree Road/Elden Street Overpass. |
| Description: | The construction of the Lone Tree Road Overpass may require the purchase of several properties on the east side of Elden Street, south of Birch Avenue to properly site its alignment and establish to adequate roadway and overpass slope grades. The unused and regraded area, approximately 54,000 square feet should be landscaped with native vegetation to create an aesthetic and low maintenance land use, and sight and noise buffer for the residential areas located to the north and east of the Redevelopment Area. It should be noted that this project will only be evaluated if the Lone Tree Road Overpass is implemented. |
| Initial Cost: | \$94,500 to 121,500 |
| Annual Operating Cost: | \$3,000 to \$4,000 |
| Program Duration: | 6 to 12 months |
| Timeframe: | 5 to 10 years |
| Initiation Responsibility: | Flagstaff Planning and Engineering Division |
| Potential Resources: | ISTEA, ADOT, HURF, BBB Tax (Beautification) |
| Capital Improvement Program Integration: | This project is not identified in the City Capital Improvement Program (CIP). |

Program/Project: AMTRAK STATION/VISITORS CENTER (18)

Objective: To provide a visitors facility within the existing AMTRAK Station.

Description: The AMTRAK Station, located at the terminus of Leroux Street and Route 66, is identified to function as a visitors center, as well as continue its existing function for embarking and disembarking passengers. The Visitors Center would include exhibits on the history of the City including Route 66 and the railroad, as well as visitor maps and orientation to the Downtown and commercial areas south of the tracks.

Initial Cost: \$250,000 to 500,000 (does not include land acquisition costs)

Annual Operating Cost: \$25,000 to 50,000

Program Duration: 12 to 24 months

Timeframe: 1 to 5 years

Initiation Responsibility: Flagstaff Tourism Division

Potential Resources: General Fund; BBB Tax (Tourism)

Capital Improvement Program Integration: This project is not identified in the City Capital Improvement Program (CIP). Project financing could be made available through the Tourism Commission.

| | |
|---|---|
| Program/Project: | PUBLIC ART PROGRAM (19) |
| Objective: | To increase public exposure and to showcase local and regional talent at various locations in the Redevelopment Area. |
| Description: | <p>The Public Art Program is recommended to add artistic and cultural components to open and park spaces within the Redevelopment Area which may include:</p> <ul style="list-style-type: none">• The south lawn of City Hall• AMTRAK Station/Visitors Center• Proposed Convention/Conference Facility• Warehouse District• Mixed Use Development Project• Gateway Urban Design Treatments<ul style="list-style-type: none">- Butler Avenue/Milton Road- Route 66/Beaver Street- Route 66/San Francisco Street- Route 66/Elden Street |
| Initial Cost: | \$8,000 to 12,000 |
| Annual Operating Cost: | \$2,500 to \$5,000 |
| Program Duration: | Ongoing |
| Timeframe: | 1 to 5 years |
| Initiation Responsibility: | Flagstaff Arts and Science Commission |
| Potential Resources: | BBB Tax, General Fund, Potential one percent fee for all construction in Redevelopment Area, Arizona Council for the Arts. |
| Capital Improvement Program Integration: | This project is not identified in the City Capital Improvement Program (CIP). |

| | |
|---|--|
| Program/Project: | CIVIC COMPLEX MASTER PLAN (20) |
| Objective: | To re-evaluate the function of City Hall to provide additional space and facilities adjacent to the existing complex. |
| Description: | The existing City Hall Complex is becoming increasingly crowded with City staff, so adjacent facilities must be identified now from long term use by the City. The block bounded on the north by Aspen Avenue, on the south by Route 66, on the east by Beaver Street and on the west by Humphreys Street has been identified for future public facility development based on its adjacency and existing municipal courts and public parking uses located on-site. |
| Initial Cost: | \$35,000 to 50,000 |
| Annual Operating Cost: | NA |
| Program Duration: | 6 months |
| Timeframe: | 1 to 5 years |
| Initiation Responsibility: | Flagstaff Planning Division |
| Potential Resources: | General Fund |
| Capital Improvement Program Integration: | This program is not identified in the City Capital Improvement Program (CIP). |

Program/Project: WESTSIDE STORM DRAINS (21)

Objective: To provide storm drainage for the west side of the Redevelopment Area.

Description: The construction of the westside storm drain system will occur in the rights-of-way and alleys located in the northwest portion of the Redevelopment Area to provide an underground network to collect and transport surface, storm and snowmelt drainage through the Redevelopment Area.

Initial Cost: \$300,000

Annual Operating Cost: NA

Program Duration: 12 months

Timeframe: 1 to 5 years

Initiation Responsibility: Flagstaff Utilities Division and Engineering Division

Potential Resources: HURF

Capital Improvement Program Integration: This project is identified in the City Capital Improvement Program (CIP), and is funded in FY 1992-1993.

Program/Project: BEAVER STREET STORM DRAINS (22)

Objective: To provide storm drainage for the Beaver Street drainage area.

Description: The construction of the Beaver Street storm drain system will occur within the right-of-way of Beaver Street to provide an underground network to collect and transport surface, storm and snowmelt drainage through the Redevelopment Area.

Initial Cost: \$408,500

Annual Operating Cost: NA

Program Duration: 12 months

Timeframe: 1 to 5 years

Initiation Responsibility: Flagstaff Utilities Division and Engineering Division

Potential Resources: HURF

Capital Improvement Program Integration: This project is identified in the City Capital Improvement Program (CIP), and is funded in FY 1992-1993.

Program/Project: STORM DRAINS (EAST OF LEROUX STREET) (23)

Objective: To provide storm drainage for the Leroux Street drainage area.

Description: The construction of the Leroux Street storm drain system will occur east of Leroux Street to provide an underground network to collect and transport surface, storm and snowmelt drainage through the Redevelopment Area.

Initial Cost: \$646,000

Annual Operating Cost: NA

Program Duration: 24 months

Timeframe: 1 to 5 years

Initiation Responsibility: Flagstaff Utilities Division and Engineering Division

Potential Resources: HURF

Capital Improvement Program Integration: This project is identified in the City Capital Improvement Program (CIP), and is funded in FY 1992-1993.

Program/Project: HUMPHREYS STREET SEWER/WATER REPLACEMENT
(24)

Objective: To replace undersized water and sewer lines in the Redevelopment Area to increase system capacity in conjunction with the repaving of Humphreys Street.

Description:

Initial Cost: \$824,500

Annual Operating Cost: NA

Program Duration: 24 months

Timeframe: 1 to 5 years

Initiation Responsibility: Flagstaff Utilities Division and Engineering Division

Potential Resources: Utility Bonds

Capital Improvement Program Integration: This project is identified in the City Capital Improvement Program (CIP), and is funded in FY 1992-1993.

Program/Project: BIRCH AVENUE WATER LINE (25)

Objective: To replace an undersized water line in the Redevelopment Area.

Description: The construction of the Birch Avenue water line, between Beaver Street and San Francisco Street, will replace an existing 2-inch water main with a new 8-inch water main.

Initial Cost: \$107,500

Annual Operating Cost: NA

Program Duration: 12 months

Timeframe: 1 to 5 years

Initiation Responsibility: Flagstaff Utilities Division and Engineering Division

Potential Resources: Utility Bonds

Capital Improvement Program Integration: This project is identified in the City Capital Improvement Program (CIP), and is funded in FY 1992-1993.

Program/Project: LEROUX STREET SEWER LINE (26)

Objective: To replace an undersized sewer line in the Redevelopment Area to increase system capacity.

Description: The construction of the Leroux Street sewer line, between Birch Street and the northern Redevelopment Area boundary, will replace an existing 6-inch sewer line with a new 8-inch sewer line.

Initial Cost: \$155,000

Annual Operating Cost: NA

Program Duration: 12 months

Timeframe: 1 to 5 years

Initiation Responsibility: Flagstaff Utilities Division and Engineering Division

Potential Resources: Utility Bonds

Capital Improvement Program Integration: This project is identified in the City Capital Improvement Program (CIP), and is funded in FY 1992-1993.

4.2.4 Urban Design Plan Element Implementation Projects

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|---|---|
| Program/Project: | MILTON ROAD/ROUTE 66 STREETSCAPE PROGRAM (27) |
| Objective: | To design and implement a streetscape program for the Redevelopment Area that effectively "knits" the northern and southern streetscape improvements together with urban design improvements and provides safety for pedestrians. |
| Description: | The Route 66 and AT&SF right-of-way creates a physical and perceptual separation within the Redevelopment Area. To mitigate the separation, link northern and southern portions of the Redevelopment Area, and provide an inviting pedestrian environment, the Route 66 and Milton Road rights-of-way located between Butler Avenue and Elden Road are identified for streetscape improvements. |
| Initial Cost: | \$6 to 8 Million |
| Annual Operating Cost: | \$60,000 to \$80,000 |
| Program Duration: | 12 to 24 months |
| Timeframe: | 5 to 10 years |
| Initiation Responsibility: | Flagstaff Beautification Division, Flagstaff Planning Division and Engineering Division |
| Potential Resources: | ADOT, BBB Tax (Beautification) |
| Capital Improvement Program Integration: | This project is not identified in the City Capital Improvement Program (CIP). |

| | |
|---|--|
| Program/Project: | ENTRY/GATEWAY IMPROVEMENTS (28) |
| Objective: | To denote a sense of arrival into the Redevelopment Area through the use of signage, monumentation, landscaping and public art treatment. |
| Description: | <p>The Gateway identity treatments are necessary to effectively knit the northern and southern Redevelopment Areas together. The Gateway identity treatments recommended for the Redevelopment Area include the intersections of:</p> <ul style="list-style-type: none">• Butler Avenue/Milton Road• Route 66/Humphreys• Route 66/Beaver Street• Route 66/Leroux Street• Route 66/San Francisco Street• Route 66/Agassiz Street• Route 66/Elden Street |
| Initial Cost: | \$720,884 |
| Annual Operating Cost: | \$7,000 to 10,000 |
| Program Duration: | 12 to 24 months, ongoing |
| Timeframe: | 1 to 10 years |
| Initiation Responsibility: | Flagstaff Beautification Division, Flagstaff Planning Division and Engineering Division |
| Potential Resources: | ADOT, BBB Tax (Beautification) |
| Capital Improvement Program Integration: | This project is identified in the City Capital Improvement Program (CIP) and is unfunded in FY 1992-1993. |

Program/Project: SOUTHERN REDEVELOPMENT STREETSCAPE PROGRAM (29)

Objective: To provide streetscape improvements for the Southern Redevelopment Area to create an aesthetic, inviting environment for residents, workers and tourists.

Description: The Beaver Street and San Francisco Street Retail Corridors, and the area located between these destination points have been identified for a comprehensive set of streetscape improvements.

Initial Cost: \$908,558

Annual Operating Cost: \$90,000 to \$100,000

Program Duration: 12 to 24 months, ongoing

Timeframe: 1 to 5 years

Initiation Responsibility: Flagstaff Planning Division and Engineering Division

Potential Resources: BBB Tax (Tourism) (Beautification), (GFEC) General Fund

Capital Improvement Program Integration: This project is identified in the City Capital Improvement Program (CIP), and is unfunded in FY 1992-1993.

Program/Project: BUTLER AVENUE LANDSCAPING (30)

Objective: To beautify Butler Avenue and to create a pedestrian scale along this major arterial roadway corridor.

Description: Butler Avenue, between San Francisco Street and Elden Street, has been identified to be widened in the near future. In conjunction with its widening the roadway right-of-way will also be landscaped in a high quality manner.

Initial Cost: \$225,000

Annual Operating Cost: \$7,000 to \$12,000

Program Duration: 6 to 12 months

Timeframe: 1 to 5 years

Initiation Responsibility: Flagstaff Planning Division

Potential Resources: BBB Tax (Beautification)

Capital Improvement Program Integration: This project is identified in the City Capital Improvement Program (CIP), and is 100 percent funded in FY 1992-1993.

4.3 Redevelopment Area Displacement/Relocation Policy and Guidelines

The continued expansion of the City, the land requirements to improve infrastructure and the need to assemble land for the benefit of the public have created the need for City policies in regard to providing assistance to affected landowners.

The City of Flagstaff policy for relocation assistance, resulting from property acquired by the City, will be carried out in accordance with Arizona Revised Statutes (ARS 11-961 to 11-974) when City funds are used, or in accordance with the Uniform Relocation Assistance and Real Property Acquisition Act (URA/RPAA) when federal funds are used. These mechanisms are designed to prevent displaced property owners affected by acquisition from suffering disproportionate injuries from programs to benefit the general public. For commercial property relocation, the City utilizes the URA/RPAA which was passed in 1970 and amended in 1987. Commercial property owners or tenants may be reimbursed based on the actual reasonable moving costs and related expenses or, under certain circumstances, a fixed payment may be authorized. Actual reasonable moving expenses may be paid when the move is performed by a professional or is completed by the commercial property owner or tenant; related expenses including personal property losses incurred as a result of the move or discontinuance of the operation; expenses in conducting replacement site search (not to exceed \$1,000) and business reestablishment (not to exceed \$10,000) may also be reimbursable.

A fixed payment may be authorized, ranging from (\$1,000 to 20,000) in lieu of charges for the tasks described above to reimburse the tenant or property owner for the estimated cost to relocate the business. A fixed payment is determined based on a two year average of the annual net earnings of a business documented through income tax returns, certified financial statements or other reasonable evidence.

For residential property relocation, the City has prepared their own policies, based on Arizona Revised Statutes, to relieve hardships to residents and tenants. The key factor in this program is *to remain in occupancy at least six months prior and on the date the City makes a written offer to acquire the property* in order to receive the full benefit of the law. In conjunction, the property owner must have obtained a Notice of Relocation Eligibility from the City Relocation Specialist. The process for residential property relocation includes:

- Determination of Owner-Occupant or Tenant;
- Determination of Family Size and Characteristics;
- Inventory of the Room Count and Furniture/Items to be Relocated;
- Determination of Eligibility to Receive Replacement Housing Payment (if the dwelling has been owned and occupied for the previous 180 days prior to the City's offer);
- Negotiation and Authorization of Relocation Payment (approximately 30 days; by City Council); and

- Payment of Claim
 - Price Differential Payment
 - Increased Interest Payment
 - Incidental Expenses
 - Short Term Owner-Occupant Benefits

In addition, all claims for relocation payments shall be filed within 18 months after the date of displacement or the date of payment receipt, whichever is later. Upon City purchase, the homeowner shall be given a 30-day Notice to Vacate once the City has offered a comparable replacement dwelling. The comparable replacement unit is described as functionally similar (i.e., number of rooms, space); located in a site unconstrained with environmental conditions or inadequate infrastructure; offers reasonable vehicular access to work; is within the financial ability of the homeowner to purchase and is decent, safe and sanitary.

To determine that the replacement dwelling is qualified for relocation (i.e., decent, safe and sanitary), an inspection will be conducted to determine:

- That the dwelling unit generally conforms with all appropriate maintenance, safety and building codes, including adequate heating and cooling systems;
- That the dwelling appears to be structurally sound, weather-tight, in good repair, and adequately maintained;
- That the dwelling unit is an adequate size for the intended family; and
- That the dwelling unit is reasonably free of barriers for use by displaced disabled persons.

In addition to the process described above, the City also provides the following services to make the relocation process as smooth as possible.

- Answer relocation questions and provide assistance with any problems;
- Explain the relocation program, payments, eligibility requirements and appeal rights;
- Provide current and continuing information on comparable replacement dwellings and transportation for inspection;
- Provide referrals to homes that will include the name and phone number of the listing agent (who must be contacted to see the property). However, the City does not endorse or make referrals to any specific real estate agents, nor provide legal advice on contracts, property rights or values;
- Prepare a written determination of benefits including information on the housing unit the City used to set the upper limit of a replacement housing benefit;
- Assist the resident to work out a relocation plan that best serves the resident and will furnish advice on the move;

- Gather information and referrals to other social and community services, as appropriate;
- Provide and discuss information concerning federal and local housing programs, loan sources and real estate market trends and practices, (but not legal advice);
- Schedule and conduct inspection services on replacement units to ensure that the replacement structure meets decent, safe and sanitary standards and qualifies for payment; and
- Provide information on the selected new neighborhood concerning shopping, banks and related commercial facilities tailored to the needs of relocated residents.

4.4 Existing Building Rehabilitation/Revitalization Guidelines

The Redevelopment Area contains a large number of architecturally significant structures, exhibited by their inclusion in the National Register of Historic Places and containment within three historic districts. In conjunction with these previously identified structures, many other existing structures may be classified as historically significant when future historic inventories are prepared for properties located within the Redevelopment Area. To maintain and enhance the stock of historically significant structures, several regulatory documents have been prepared to assist the City. These documents include the Department of the Interior—Standards for Rehabilitation, Arizona State Historic Building Code, and Design Handbook for Downtown Flagstaff. At the present time, these documents function in an advisory manner to provide guidelines in which to preserve the architectural fabric of downtown Flagstaff. If the City were to adopt these guidelines they would become a regulatory tool for enforcement by the City.

4.4.1 Department of the Interior—Standards for Rehabilitation

The Standards for Rehabilitation are excerpted as part of the Department of the Interior Regulations (36 CFR Part 67, Historic Preservation Certifications) published in 1977 and revised in 1990. These standards pertain to all materials, construction types, sizes and occupancy, exterior and interior building landscape features and attached, adjacent or related new construction. Although these standards have been recently revised, the intent is to enable previous rehabilitation projects, approved under the original standards, the opportunity to be acceptable for rehabilitation under the recent revision to these standards. The revised standards include:

1. A property shall be used for its historic purpose or be placed in a new use which requires minimal change to the defining characteristics of the building and its site and environment.
2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces which characterize a property shall be avoided.
3. Each property shall be recognized as a physical record of its time, place and use. Changes which create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.
4. Most properties change over time; those changes which have acquired historic significance in their own right shall be retained and preserved.
5. Distinctive features, finishes and construction techniques or examples of craftsmanship which characterize a property shall be preserved.
6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture and other visual qualities and, where possible, materials.

Replacement of missing features shall be substantiated by documentary, physical or pictorial evidence.

7. Chemical or physical treatments, such as sandblasting, which cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the most gentle means possible.
8. Significant archaeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
9. New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale and architectural features to protect the historic integrity of the property and its environment.
10. New additions and adjacent or related new construction shall be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

4.4.2 Arizona State Historic Building Code

The identified historic structures that are listed on the National Register should be subject to the requirements of the Arizona State Historic Building Code (ASHBC). The ASHBC provides alternative building regulations for the rehabilitation, preservation, restoration (including related reconstruction) or relocation of buildings or structures designated as historic buildings (at least 50 years old). The intent of these regulations is to preserve the original or restored architectural elements and features, encourage energy conservation, provide a cost-effective approach to preservation, and to provide for the safety of building occupants.

The components of the ASHBC, and a summary of their intent is presented below:

- *Occupancy Classification and Use*

To determine the occupancy classifications (i.e. existing occupancy, change in occupancy, mixed occupancy) and conditions of use for designated historic buildings.

- *Alternative Structural Regulations*

To encourage the preservation of qualified historic buildings proposed for additions and alterations while simultaneously providing a reasonable level of structural safety (i.e. preparation of structural survey report) for occupants and City residents.

- *Mechanical, Plumbing and Electrical Requirements*

To provide a reasonable level of protection from fire hazards and health and life safety hazards for historic building occupants through the provision of mechanical, plumbing and electrical requirements. It is not the intent of these regulations to adversely affect historic building authenticity nor to require substantive improvements when existing facilities are deemed adequate.

- *Exiting*
To provide the means for establishing minimum standards of egress facilities for designated historic buildings.
- *Fire Protection*
To provide a reasonable level of fire protection (i.e. automatic fire extinguishing systems, fire alarm systems, fire resistive construction and interior finishes) for historic buildings as an alternative to City Codes that increases life safety without adversely affecting the historical character of designated buildings.
- *Archaic Materials and Methods of Construction*
To provide for the use of archaic (i.e. masonry, adobe, wood, concrete, steel and iron, roof covering, glass and glazing) methods, and materials to reinstall and match existing construction materials and methods or provide new materials of the same class that may vary from the existing City Code.
- *Dwellings*
To provide alternative requirements (i.e. space and occupancy, light and ventilation, alteration and repair) for qualified historic structures serving as residential dwelling units to protect life, health and safety.
- *Alternative Handicapped Provisions*
To facilitate access and use of qualified public historic buildings by the physically disabled while maintaining the significant historic fabric of these structures.
- *Appeals, Alternative Proposed Design Materials and Methods of Construction*
To allow for the design, materials and construction, which is not specifically described herein, but facilitates the preservation of historic buildings or structures and is reasonably equivalent in quality, strength, effectiveness, fire resistance, durability and safety to the City Code.

4.4.3 Design Handbook for Downtown Flagstaff

Based on the extensive inventory of potentially historic and architecturally significant structures, the City commissioned the preparation of the *Design Handbook for Downtown Flagstaff in 1991* to augment the ASHBC. The handbook includes the following seven components:

- Historic Building Design Principles
- Building Rehabilitation Design Guidelines
- Sign Guidelines
- Color Guidelines
- New Development Guidelines
- Site Planning Guidelines
- Property Maintenance Guidelines

The intent of the handbook is to provide a comprehensive set of guidelines for fill development to rehabilitate, renovate or improve architectural or landscape architectural features of the Downtown. It should be noted that these guidelines are to be used in conjunction with the *Land Development Code*, *Uniform Building Code*, and *Sign Ordinance*, *Downtown Area Plan and Growth Management Guide* of the City of Flagstaff for the following improvements:

- Awnings/Canopies
- Building Renovation
- Demolition
- Fences
- Landscaping
- New Building Construction
- Parking Facility Construction
- Signs
- Changes in Use
- Landscaping
- Bikeways and Pedestrian Trails

4.5 Redevelopment Area Plan Organizational and Marketing Program

In order for the recommended implementation projects to be administered within the oversight of the City, and redevelopment projects actively organized and pursued, the Redevelopment Area Plan has identified a framework to effectively organize and market downtown Flagstaff.

4.5.1 Organization

The City of Flagstaff does not intend to establish a separate organization to administer the Redevelopment Area Plan. The Redevelopment Commission was formed in order to utilize the additional financing and implementation tools available to redevelopment commissions by Arizona Revised Statute. These additional powers will be used to implement Downtown Area improvements in the Downtown Area Plan as well as the additional longer term projects incorporated in the Redevelopment Area Plan.

The City Council has appointed itself as the Redevelopment Commission in order to ensure that the programs and actions taken are consistent with other City policies and objectives. The City intends to provide initial staff support to the Redevelopment Commission through the Planning Division of the Community Development Department which is currently coordinating the Downtown Area improvements.

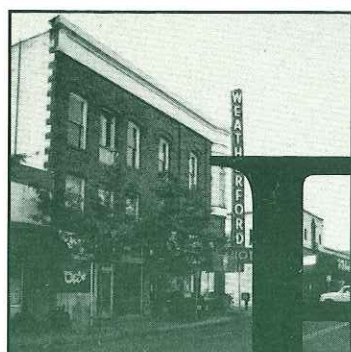
Redevelopment activities will also need the support and active involvement of other city departments including public works, the city attorney, beautification coordinator, and Greater Flagstaff Economic Council, particularly for coordinating and funding implementation projects. Most of the proposed implementation projects require some level of financing through the City Capital Improvement Program. The prioritization of projects identified in the Redevelopment Area Plan and other projects located throughout the City will require an ongoing function of City staff. A staff-coordinating task force of applicable department heads should be established to coordinate these efforts.

The proposed Redevelopment Area Plan is an ambitious undertaking and will shortly require additional staff support to be successfully implemented. As redevelopment activities increase in the future, creating additional staffing burdens on the Planning Division, a section of the division should be formed to coordinate implementation activities. The activities of the Redevelopment Commission do not need to be separated from other Downtown Area community development implementation projects from a staff support perspective.

4.5.2 Marketing

The Redevelopment Commission intends to produce sufficient copies of an Executive Summary of the Redevelopment Area Plan and projects to publicize the intent of the plan and to solicit private sector interest and participation.

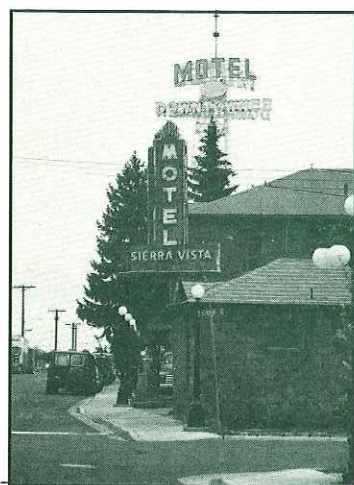
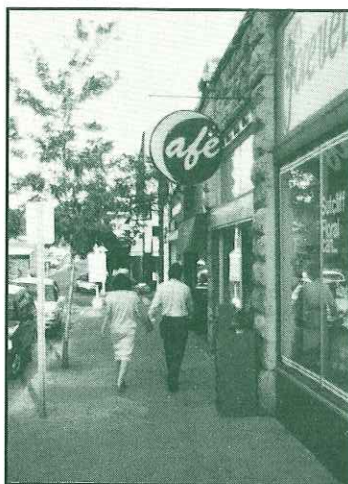
The other principal marketing activity of the Redevelopment Commission is envisioned to administer the preparation of developer solicitations (Request For Proposals) for specific redevelopment projects. The production of marketing materials is expected to be included in the costs for each redevelopment project.



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Redevelopment
Area
Designation
and
Redevelopment
Area
Plan



Section 1:
Introduction

Section 2:
Area Assessment

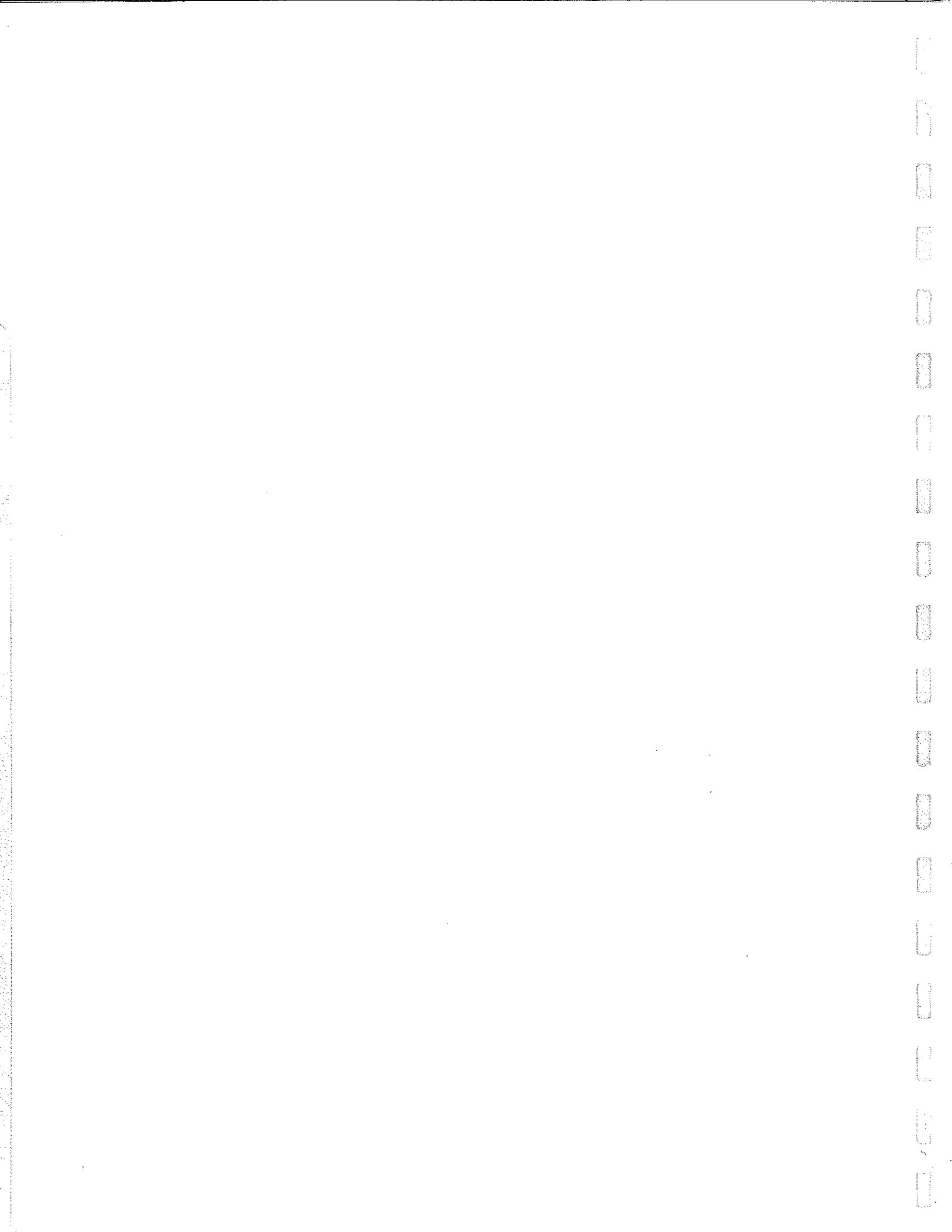
Section 3:
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Section 4:
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**Glossary of
Redevelopment
Terms**

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Appendix





Glossary of Redevelopment Terms

The following definitions are utilized in the **Flagstaff Redevelopment Area Plan** unless otherwise indicated in the text:

Adaptive Use means the process of adapting a building to accomplish a use other than that for which it was designed.

Ad Valorem Tax means a tax based on the value of the object being taxed (i.e., a 1% tax rate would produce a tax of \$1.00 per \$100.00 of assessed value).

Ancillary Use means a land use that is supportive or supplementary and complements the primary intended land use.

Archaic Materials of Construction means any material or combination of materials commonly used historically in construction, but not now in common use.

Archaic Methods of Construction means any method or combination of methods used historically to fabricate, erect, form or construct a component of, or an entire historic structure. Such methods may be used when necessary to duplicate or restore authenticity to a historic building.

Area of Operation means the area within the territorial boundaries of the municipality.

Authenticity means the quality of having undisputed origin.

Blighted Area means an area, other than a slum area, which by reason of the predominance of defective or inadequate street layout; faulty lot layout in relation to size, adequacy, accessibility or usefulness; unsanitary or unsafe conditions; deterioration of site or other improvements; diversity of ownership; tax or special assessment delinquency exceeding the fair value of the land; defective or unusual conditions of title; improper subdivision or obsolete platting; or the existence of conditions which endanger life or property by fire and other causes; or any combination of such factors, substantially impairs or arrests the sound growth of a municipality, retards the provision of housing accommodations or constitutes an economic or social liability, and is a menace to the public health, safety, morals or welfare in its present condition and use.

Bonds means any bonds, including refunding bonds, notes, interim certificates, debentures or other obligations.

Building means any structure used or intended for supporting or sheltering any use or occupancy.

Clerk means the Clerk or other official of the municipality who is the custodian of the official records of the municipality.

Commission or Slum Clearance and Redevelopment Commission means an agency of a municipality created pursuant to ARS 36-1476 to administer a Redevelopment Area.

Conservation means the modernization of mechanical and structural elements including interior alterations necessary to extend the useful life of the building or structure. (Explanatory Note: Few qualified historic buildings or structures are involved with "conservation". For those which are, only those items or portions which are proposed to achieve strict historical accuracy or to re-create precisely the original construction may utilize ASHBC alternative provisions at the discretion of the enforcing official.)

Disposition means to sell lease exchange or otherwise transfer real property or any interest therein to any redeveloper, for fair market value, in accordance with the Redevelopment Plan.

Development Agreement means an agreement that states the intent of the parties to undertake and complete a redevelopment project, in accordance with the Redevelopment Plan, that sets forth the responsibility of each party, the financial requirements and commitments, appropriate timing and availability of funds and conditions to allow changes in the redevelopment project due to inescapable changes in conditions.

Federal Government includes the United States or any agency or instrumentality, corporate or otherwise, of the United States.

Fire Hazard means any condition, arrangement, or act which will increase or may cause an increase of the hazard or menace of fire to life safety to a degree greater than customarily recognized as normal by persons in the public service of preventing, suppressing or extinguishing fires.

Historic Fabric means the original materials, and portions of a building still intact when exposed or as they appeared and were used in the past.

Local Governing Body means the City Council or other legislative body charged with governing the municipality.

Mayor means the mayor of a municipality or other officer or body having the duties customarily imposed upon the executive head of a municipality.

Municipality means any incorporated city or town in the state.

Necessity means a reasonable need with foreseeable ability to complete (the project).

Obligee includes any bondholder, agents or trustees for any bondholders, or lessor demising to the municipality property used in connection with a redevelopment project, or any assignee or assignees of such lessor's interest or any part thereof, and the federal government when it is a party to any contract with the municipality.

Original Materials means those portions of the building's or structure's fabric which existed during the period deemed to be most architecturally and/or historically significant, as determined by the official designating historical agency.

Person means any individual, firm, partnership, corporation, company association, joint stock association or body politic, and includes any trustee, receiver, assignee or other similar representation thereof.

Preservation means the maintenance of the building or structure in its present condition or as originally constructed. Preservation aims at halting further deterioration and providing structural safety, but does not contemplate significant rebuilding. Preservation includes techniques of arresting or slowing the deterioration of a structure; improvement of structural conditions to make a structure safe, habitable, or otherwise useful; and normal maintenance and minor repairs which do not change or adversely affect the fabric or appearance of a structure.

Prevailing Code means the "regular building regulations," as that term is used to govern the design and construction or alteration of non-historic buildings within the jurisdiction of the enforcing agency.

Public Body means the state or any municipality, county, village, board, commission, authority, district or any other subdivision or public body of the state.

Qualified Historic Building means any building, collection of buildings, and their associated sites, deemed of importance to the history, architecture, or culture of an area by an appropriate local, state or federal governmental jurisdiction. This shall include designated structures on official existing or future national, state or local historic registers or official inventories, such as the National Register of Historic Places, and officially adopted city or county registers or inventories of historic or architecturally significant sites, places or landmarks. All buildings or structures at least 50 years old may also be considered under this code.

Real Property includes all lands, including improvements and fixtures thereon, and property of any nature appurtenant thereto, or used in connection therewith, and every estate, interest and right, legal or equitable, therein, including terms for years and liens by way of judgment, mortgage or otherwise and the indebtedness secured by such liens.

Reconstitution means a building saved only by a piece-by-piece re-assembly, either *in situ* or on a new site. Reconstitution *in situ* is ordinarily the consequence of disasters such as war or earthquakes, where most of the original constituent parts remain. On occasion, it may be necessary to dismantle a building and reassemble it on the same site, but reconstitution on new sites is more common.

Reconstruction means the process of rebuilding a non-extant building or portion of a building to its original appearance through archival and archaeological investigation. Although parts of the original building are sometimes included in the reconstruction, the process usually involves new construction materials.

Redevelopment Advisory Committee means a committee of city residents, appointed by the Redevelopment Commission, to review, critique and approve for Redevelopment Commission consideration, Redevelopment Plan components and projects located within the boundaries of the Redevelopment Area.

Redevelopment Contract means a contract entered into between a municipality and a redeveloper for the redevelopment of an area in conformity with a redevelopment plan prepared in accordance with ARS 36-1471 and amended thereto.

Redevelopment Plan means a plan, other than a preliminary or tentative plan, for the acquisition, clearance, reconstruction, rehabilitation or future use of a redevelopment project area.

Redevelopment Project means any work or undertaking:

- a) To acquire slum or blighted areas or portions thereof, and lands, structures or improvements, the acquisition of which is necessary or incidental to the proper clearance or redevelopment of such areas or to the prevention of the spread or recurrence of slum conditions or conditions of blight in such area.
- b) To clear any such areas by demolition or removal of existing buildings, structures, streets, utilities or other improvements thereon and to install, construct, or reconstruct streets, utilities and site improvements essential to the preparation of sites for uses in accordance with a Redevelopment Plan.
- c) To sell, lease or otherwise make available land in such areas for residential, recreational, commercial, industrial or other use or for public use or to retain such land for public use, in accordance with a Redevelopment Plan.
- d) To make available financial incentives and mechanisms for such areas to insure their implementation in accordance with a Redevelopment Plan.

Redevelopment Project also includes the preparation of a Redevelopment Plan, the planning, surveying and other work incident to a redevelopment project, and the preparation of all plans and arrangements for carrying out a redevelopment project.

Redeveloper means any person, partnership or public or private corporation or agency which enters or proposes to enter into a redevelopment contract.

Rehabilitation means the process of returning a property to a state of utility, through repair or alteration, which makes possible an efficient contemporary use while preserving those portions and features of the property which are significant to its historic, architectural and cultural values.

Relocation means moving either occupants and/or a building or structure to a new location.

Renovation means to make sound any building by cleanup, repair and replacement of deteriorated detail or structure.

Repair means reconstruction, renovation or renewal of any portion of an existing building for the purpose of its maintenance.

Restoration means the process of accurately recovering, by the removal of later work and the replacement of missing earlier work, the form and details of a building or structure, together with its setting, as it appear at a particular period of time.

Slum Area means an area in which a majority of the structures are residential, or an area in which there is a predominance of buildings or improvements, whether residential or non-residential, and which, by reason of dilapidation, deterioration, age or obsolescence, inadequate provision for ventilation, light, air, sanitation, or open spaces, high density of population and overcrowding, or the existence of conditions which endanger life or property by fire and other causes, or any combinations of such factors, is conducive to ill health, etc.

Structure means the miscellaneous unrelated construction on or contiguous to the site or construction involved in site development.

Tax Abatement means a reduction against property tax payments, for a given amount of time, that would otherwise be due.

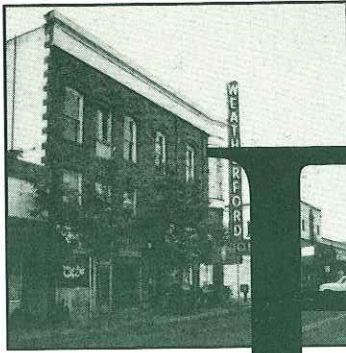
Taxes includes all levies on an *ad valorem* basis on land, real property, personal property or other property not otherwise exempted from such levies by the constitution or statutes of this state.

Taxing Agency means any city, including charter city, town, county or school district, including common school districts, unified school districts, high school districts and community college districts.

Unsafe Buildings means any building or structure which has any of the conditions or defects hereinafter described shall be deemed to be an unsafe building or structure, provided that such conditions or defects exist to the extent that the public or the building's occupants are exposed to imminent hazard.

- a) Whenever any door, aisle, passageway, stairway or other means of exist is not of sufficient width or size, or is not so arranged as to provide safe and adequate means of exit in case of fire or panic.
- b) Whenever the stress in any materials, member or portion thereof, due to all dead and live loads, is more than one and one-half times the working stress or stresses allowed in the appropriate code of the jurisdiction of new buildings of similar structure, purpose or location.
- c) Whenever any portion thereof has been damaged by fire, earthquake, wind, flood, or by any other cause, to such an extent that the structural strength or stability thereof is materially less than it was before such catastrophe and is less than the minimum requirements of the applicable code for new buildings of similar structure, purpose or location.

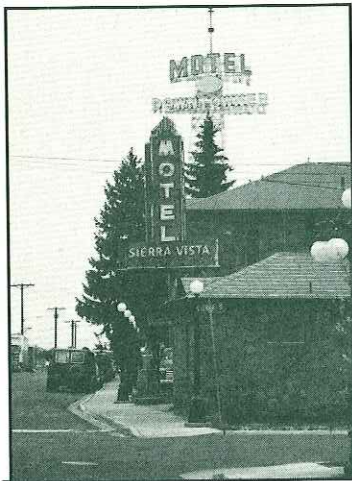
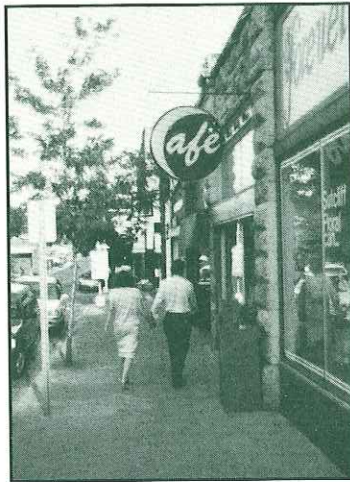
- d) Whenever any portion of a building, or any member, appurtenance or ornamentation on the exterior thereof is not of sufficient strength or stability, or is not so anchored, attached or fastened in place so as to be capable of resisting a wind pressure of one-half of that specified in the applicable code for new buildings of similar structure, purpose or location without exceeding the working stresses permitted for such buildings.
- e) Whenever any portion thereof has cracked, warped, buckled or settled to such an extent that walls or other structural portions have materially less resistance to winds or earthquakes than is required in the case of similar new construction.
- f) Whenever the building or structure, or any portion thereof, because of (1) dilapidation, deterioration, or decay; (2) faulty construction; (3) the removal, movement or instability of any portion of the ground necessary for the purpose of supporting such building; (4) the deterioration, decay or inadequacy of its foundation; or (5) any other cause, is likely to partially or completely collapse.
- g) Whenever, for any reason, the building or structure, or any portion thereof, is manifestly unsafe for the purpose or which it is being used.
- h) Whenever the exterior walls or other vertical structural members list, lean or buckle to such an extent that a plumb line passing through the center of gravity does not fall inside the middle, one-third of the base.
- i) Whenever the building or structure, exclusive of the foundation, shows 33 percent or more damage or deterioration of its supporting member or members, or 50 percent damage or deterioration of its non-supporting members, enclosing or outside walls or coverings.
- j) Whenever the building or structure has been so damaged by fire, wind, earthquake or flood or has become so dilapidated or deteriorated as to become (1) an attractive nuisance to children, or (2) a harbor for vagrants, criminals or immoral persons.
- k) Whenever any building or structure which, whether or not erected in accordance with all applicable laws and ordinances, has in any non-supporting part, member or portion less than 50 percent, or in any supporting part, member or portion less than 66 percent of the strength or fire-resisting qualities required by law in the case of a newly constructed building of like area, height and occupancy in the same location.



F

lagstaff

Redevelopment
Area
Designation
and
Redevelopment
Area
Plan



Section 1:
Introduction

Section 2:
Area Assessment

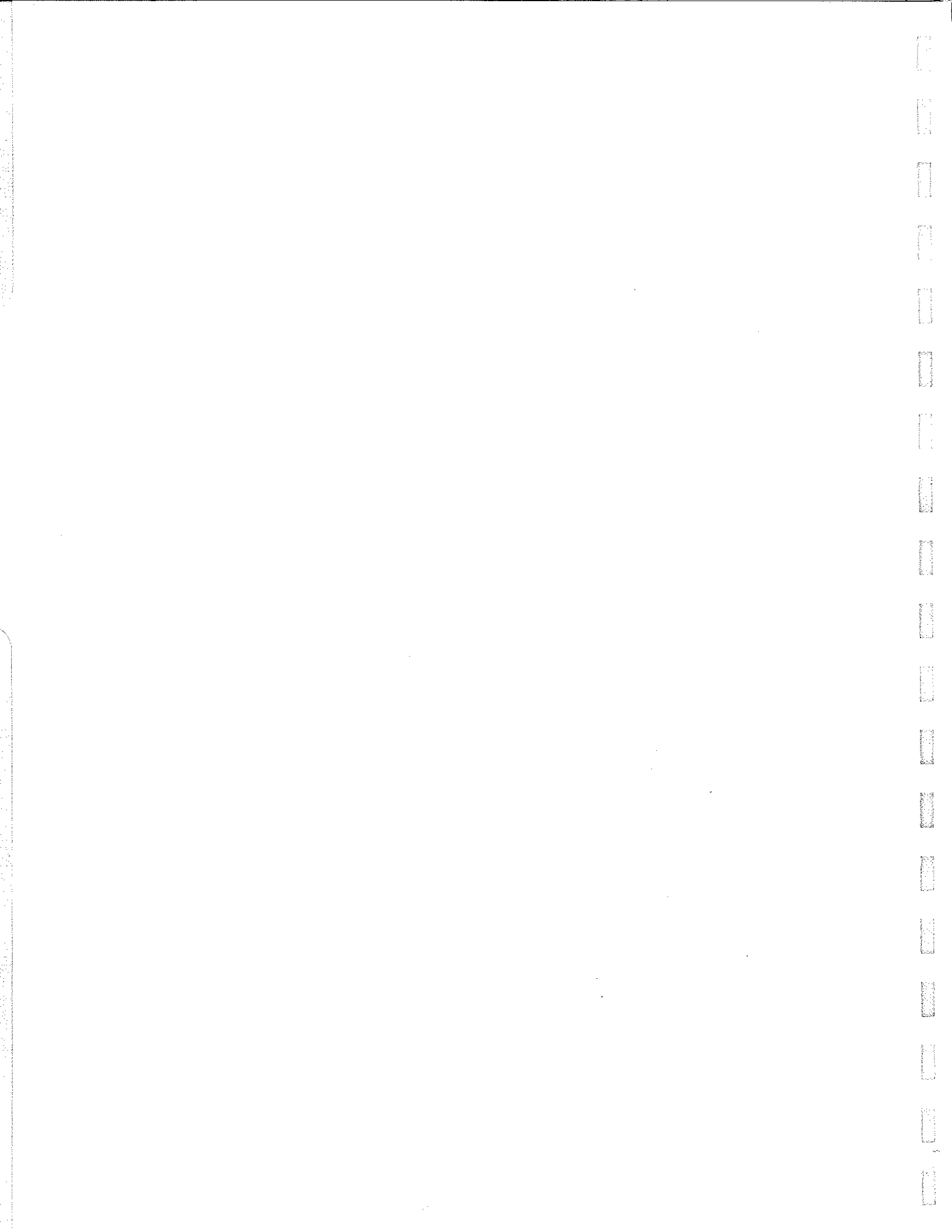
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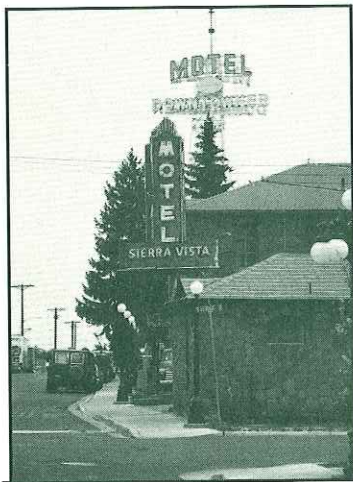
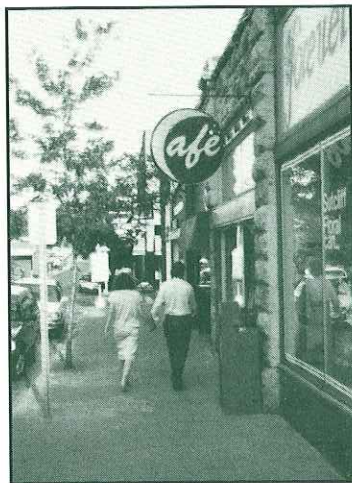
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F lagstaff

Redevelopment
Area
Designation
and
Redevelopment
Area
Plan



Section 1:
Introduction

Section 2:
Area Assessment

Section 3:
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Area Plan
Elements and
Economic Program

Section 4:
Redevelopment
Implementation
Program

**Glossary of
Redevelopment
Terms**

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Appendix





Appendix

The Appendix of the **Flagstaff Redevelopment Area Designation and Redevelopment Area Plan** has been prepared to include the City Council Resolutions adopted pursuant to Arizona Revised Statutes for Slum Clearance and Redevelopment Law. The six adopted resolutions include:

- *Resolution No. 1742* – Redevelopment Area Commission Formation
- *Resolution No. 1743* – Preliminary Redevelopment Area Designation
- *Resolution No. 1779* – Finding of Redevelopment Area Slum and Blight Conditions
- *Resolution No. 1780* – Amendment of the Growth Management Guide for the Redevelopment Area Plan
- *Resolution No. 1781* – Declaration of the Redevelopment Area Plan as a Public Record
- *Ordinance No. 1757* – Adoption of the Redevelopment Area Plan

RESOLUTION NO. 1742

A RESOLUTION OF INTENT FOR THE CITY OF FLAGSTAFF TO ESTABLISH A REDEVELOPMENT COMMISSION TO CARRY OUT REDEVELOPMENT ACTIONS WITHIN THE CITY OF FLAGSTAFF IN ACCORDANCE WITH ARIZONA REVISED STATUTES.

WHEREAS, the City of Flagstaff adopted a comprehensive guide entitled Growth Management Guide 2000 on the 7th day of April, 1987, through Resolution No. 1468; and

WHEREAS, the 1987 Growth Management Plan evaluated all areas within the City of Flagstaff's incorporated limits and identified that conditions of urban deterioration exist in the City's Downtown Area; and

WHEREAS, based on these initial findings, the City of Flagstaff has authorized the preparation of the Flagstaff Redevelopment Area Designation and Plan;

NOW, THEREFORE, BE IT RESOLVED BY THE COUNCIL OF THE CITY OF FLAGSTAFF AS FOLLOWS:

SECTION 1: In accordance with the Flagstaff Growth Management Guide 2000, that the City Council does hereby declare that there is a need for a Redevelopment Commission to function in the community to carry out various redevelopment activities, and the City Council does hereby elect to designate itself as the Redevelopment Commission and assume the powers granted to a Commission under A.R.S. §36-1471 to 36-1491, inclusive.


PASSED AND ADOPTED by the Council and approved by the Mayor of the City of Flagstaff this 3rd day of September, 1991.


MAYOR

ATTEST:


CITY CLERK

APPROVED AS TO FORM:


CITY ATTORNEY

RESOLUTION NO. 1743

A RESOLUTION OF INTENT FOR THE CITY COUNCIL OF THE CITY OF FLAGSTAFF TO DESIGNATE AN AREA FOR EVALUATION AS A REDEVELOPMENT AREA AND TO CONDUCT A PLANNING PROCESS IN ACCORDANCE WITH ARIZONA REVISED STATUTES TO PLAN FOR AREA REDEVELOPMENT.

WHEREAS, the City Council recommended the establishment of a Redevelopment Area generally located in the City's Downtown Area under Arizona Revised Statutes; and

WHEREAS, the area to be evaluated is generally bounded by Cherry Avenue on the north, Butler Avenue on the south, Elden Street on the east, and Park/Street Sitgreaves Street on the west, and as more specifically designated on the attached map, Exhibit "A"; and

WHEREAS, the aforesaid Council found that the City's Downtown Area requires study to determine if a Redevelopment Project within that area is feasible;


NOW, THEREFORE, BE IT RESOLVED BY THE COUNCIL OF THE CITY OF FLAGSTAFF AS FOLLOWS:

SECTION 1: That the City's Downtown Area be evaluated for its feasibility as a Redevelopment Area in accordance with A.R.S. §36-1471 and 36-1491, inclusive.

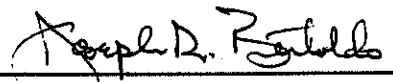
PASSED AND ADOPTED by the Council and approved by the Mayor of the City of Flagstaff this 3rd day of September, 1991.


MAYOR

ATTEST:


CITY CLERK

APPROVED AS TO FORM:


CITY ATTORNEY

RESOLUTION NO. 1779

A RESOLUTION DECLARING THE AREA BETWEEN THE MID-BLOCK OF DALE AND CHERRY AVENUES ON THE NORTH, AND BUTLER AVENUE ON THE SOUTH; AND BETWEEN THE MID-BLOCK OF ELDEN AND TERRACE STREETS ON THE EAST, AND PARK AND SITGREAVES STREET ON THE WEST AS A SLUM AND BLIGHTED AREA IN NEED OF REDEVELOPMENT.

WHEREAS, Arizona Revised Statutes (A.R.S. §36-1471, et seq., herein the "Redevelopment Act") provides for the preparation and approval of Redevelopment Plans; and

WHEREAS, the Council of the City of Flagstaff adopted Resolution No. 1743 on the 3rd day of September, 1991, designating the area bounded by the mid-block between Cherry Avenue and Dale Avenue on the north; Butler Avenue on the south; Elden Street on the east; and Park Street and Sitgreaves Street on the west as a Redevelopment Study Area potentially impacted by slum and/or blighted conditions; and

WHEREAS, the area has been surveyed and analyzed to establish whether and to what extent factors exist within the area and in adjacent areas sufficient to support the establishment of a redevelopment area as contemplated by the Redevelopment Act; and

WHEREAS, as the result of such survey and analysis the area is herein expanded to include the area bounded by the mid-block of Cherry and Dale Avenues on the north, and Butler Avenue on the south; and between the mid-block of Elden and Terrace Streets on the east, and Park and Sitgreaves on the west, and the original area and the area added by amendment are hereinafter together referred to as the Redevelopment Area; and

WHEREAS, A.R.S. §36-1479 stipulates that a municipality, prior to preparing a Redevelopment Plan, shall declare the Redevelopment Area to be a slum or blighted area in need of redevelopment; and

WHEREAS, the location and existing boundaries of the Rio de Flag floodplain impact approximately forty-seven percent of the Redevelopment Area, producing hazards to property and creating higher insurance premiums for residents and businesses; and

WHEREAS, the location and proximity of major arterial roadways (i.e. U.S. Highway 66 [Route 66], Sitgreaves and Butler Avenue) and the Atchison, Topeka and Santa Fe (AT&SF) Railroad switching facility abuts residential areas, producing excessive levels of noise and reducing air quality; and

WHEREAS, the age of the City and its gridiron platting has produced small, irregularly shaped parcels and long and narrow parcels that create underutilized space that may be difficult to assemble for viable redevelopment projects; and

WHEREAS, the original platting and subsequent assembly has created the existence of more than 350 land owners located within the Redevelopment Area; and

WHEREAS, the residential area surrounding the AT&SF switching facility (Cottage Avenue/O'Leary Street) and the heavy commercial uses located on the west side of Mikes Pike represent two areas where incompatible land uses currently exist; and

WHEREAS, the existing condition of structures located in the Redevelopment Area generally ranges from minor maintenance to major rehabilitation, with approximately 64 percent of the existing buildings requiring improvement, as further described in the report of B R W, Inc., on file with the City; and

WHEREAS, the redevelopment of said Redevelopment Area is necessary in the interest of the public health, safety, morals and welfare of the residents of the City of Flagstaff;

NOW, THEREFORE, BE IT RESOLVED BY THE COUNCIL OF THE CITY OF FLAGSTAFF AS FOLLOWS:

SECTION 1: The Redevelopment Area is hereby expanded as set forth in the preambles hereto and is hereby found to exhibit slum and blighted conditions as defined by A.R.S. §36-1471; and the rehabilitation, redevelopment, and development of the Redevelopment Area is declared to be an integral part of, and essential to, the program of the City for the elimination of slum and blight.

SECTION 2: The City, in compliance with A.R.S. §1479, has been preparing a Redevelopment Plan in conformance with its general plan, Growth Management Guide 2000, to identify and mitigate the effects of


slum and blight within the described Redevelopment Area in order to accomplish coordinated and harmonious development in its downtown.

PASSED AND ADOPTED by the Council and approved by the Mayor of the City of Flagstaff, this 16th day of June, 1992.




MAYOR

ATTEST:



CITY CLERK

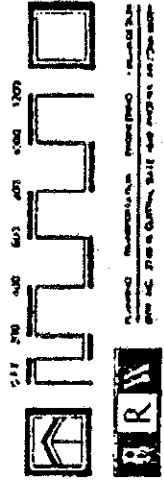
APPROVED AS TO FORM:



CITY ATTORNEY

FLAGSTAFF REDEVELOPMENT AREA DESIGNATION AND REDEVELOPMENT PLAN

CITY OF FLAGSTAFF, ARIZONA



RESOLUTION NO. 1780

A RESOLUTION AMENDING THE GENERAL PLAN, GROWTH MANAGEMENT GUIDE 2000, LAND USE PLAN AND BIKEWAY PLAN BY ADOPTING AN AREA PLAN FOR THE AREA INCLUDED BETWEEN THE MID-BLOCK OF DALE AND CHERRY AVENUES ON THE NORTH, AND BUTLER AVENUE ON THE SOUTH; AND BETWEEN THE MID-BLOCK OF ELDEN AND TERRACE STREETS ON THE EAST, AND PARK AND SITGREAVES STREETS ON THE WEST.

WHEREAS, the Planning and Zoning Commission and the City Council have officially adopted the Growth Management Guide 2000; and

WHEREAS, the Growth Management Guide 2000 acknowledges that urban growth is a dynamic process and that amendments to the Guide will occur as circumstances warrant; and

WHEREAS, the Planning and Zoning Commission and the City Council have sought public participation through the public hearing process regarding the proposed amendment; and

WHEREAS, it is the opinion of the Planning and Zoning Commission that an amendment to the Growth Management Guide 2000 is now warranted as per attached Exhibit "A", Land Use Plan and Bikeway Plan.


NOW, THEREFORE, BE IT RESOLVED BY THE COUNCIL OF THE CITY OF FLAGSTAFF AS FOLLOWS:

SECTION 1: That the Exhibit "A" hereto is hereby approved and adopted as an amendment to the Growth Management Guide 2000.


PASSED AND ADOPTED by the Council and approved by the Mayor of the City of Flagstaff, this 16th day of June, 1992.


MAYOR

ATTEST:


CITY CLERK

APPROVED AS TO FORM:


CITY ATTORNEY

RESOLUTION NO. 1781

A RESOLUTION DECLARING THE CITY OF FLAGSTAFF REDEVELOPMENT AREA DESIGNATION AND REDEVELOPMENT PLAN AND EXHIBITS "A" AND "B" THERETO TO BE PUBLIC RECORDS.

WHEREAS, the City Council finds that three copies of the document entitled City of Flagstaff Redevelopment Area Designation and Redevelopment Plan and of Exhibits "A" and "B" to be available for inspection as public records; and

WHEREAS, the City Council intends to declare these documents to be public records so that they will continue to be maintained as public records and available for public inspection; and so that the documents may be incorporated by reference into subsequent ordinances;

NOW, THEREFORE, BE IT RESOLVED BY THE COUNCIL OF THE CITY OF FLAGSTAFF AS FOLLOWS:

SECTION 1: That the document entitled City of Flagstaff Redevelopment Area Designation and Redevelopment Plan and Exhibits "A" and "B" thereto are declared to be public records.


SECTION 2: That the City Clerk is directed to maintain each of three sets of those documents on file in her office as public records available for inspection to members of the general public.

PASSED AND ADOPTED by the Council and approved by the Mayor of the City of Flagstaff, this 16th day of June, 1992.




MAYOR

ATTEST:



CITY CLERK

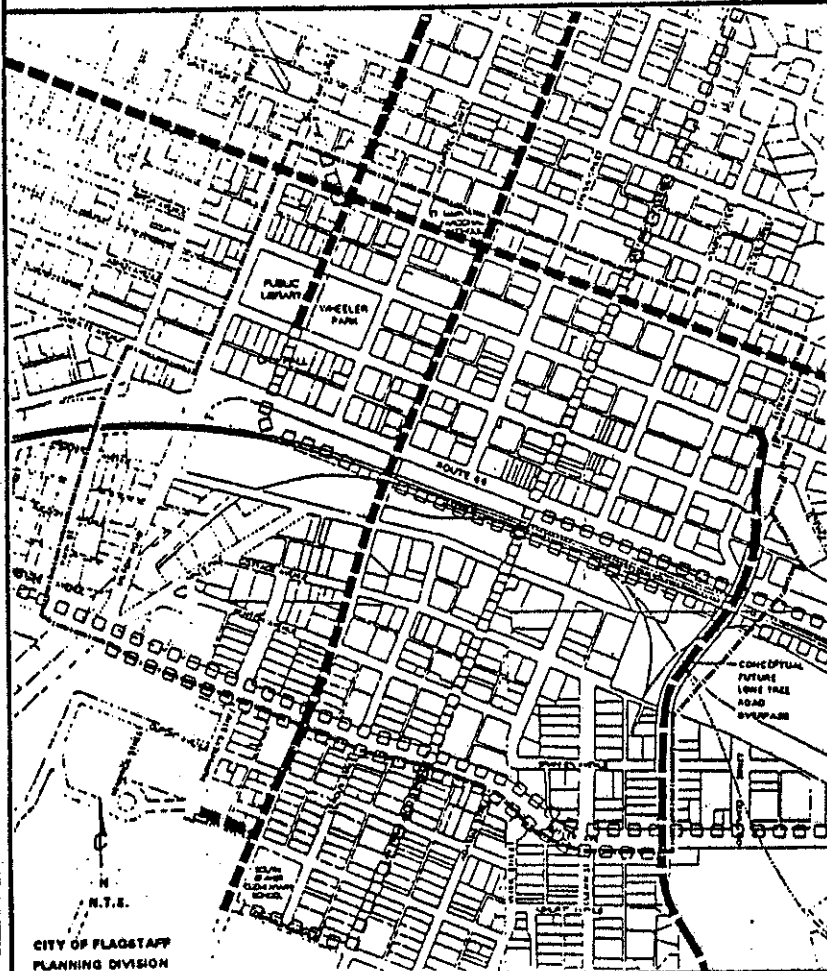
APPROVED AS TO FORM:



CITY ATTORNEY

EXHIBIT "A"

PROPOSED DOWNTOWN AREA PLAN AMENDMENT TO THE GROWTH MANAGEMENT GUIDE 2000 BIKEWAY PLAN



MID BLOCK BETWEEN DALE AND CHERRY AVENUES ON THE NORTH;
BUTLER AVENUE ON THE SOUTH; MID BLOCK BETWEEN ELDEN STREET
& TERRACE AVENUE ON THE EAST; AND PARK & SITGREAVES STREET
ON THE WEST.

APPROXIMATELY 180 ACRES

LEGEND

EXISTING BIKEWAY



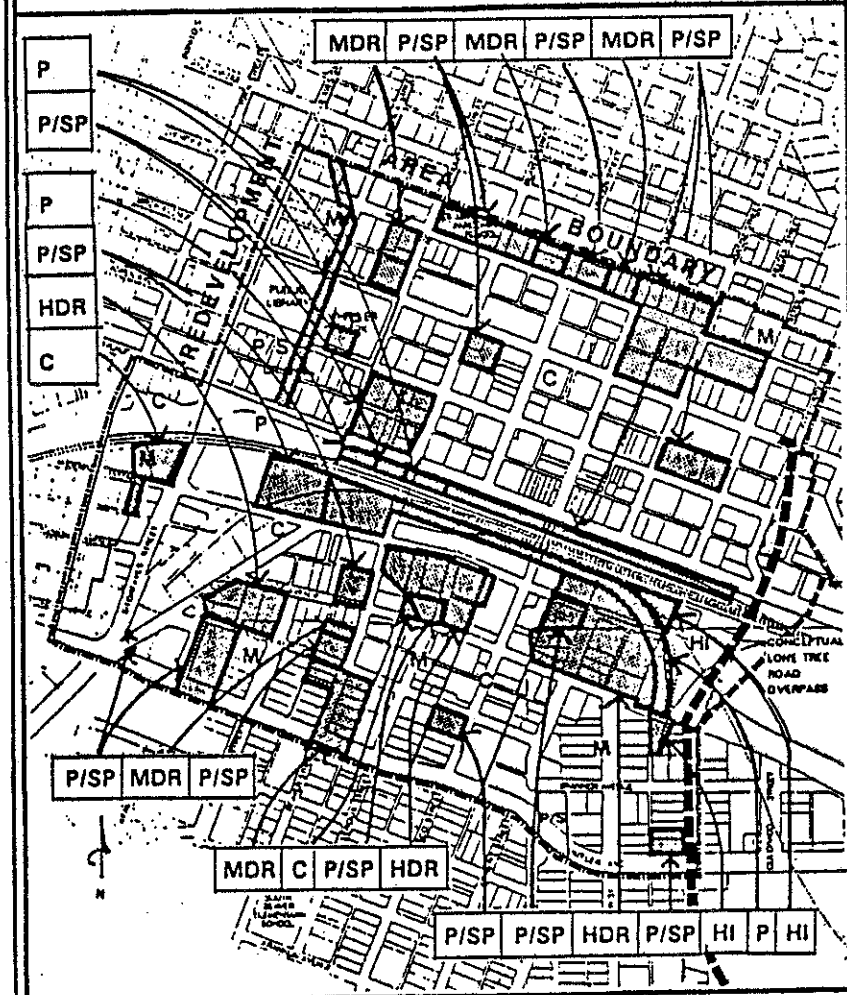
PROPOSED BIKEWAY



sheet 2 of 2,

EXHIBIT "A"

PROPOSED AMENDMENT TO THE GROWTH MANAGEMENT GUIDE 2000 LAND USE PLAN



MID BLOCK BETWEEN DALE & CHERRY AVENUES ON THE NORTH;
BUTLER AVENUE ON THE SOUTH; MID BLOCK BETWEEN ELDEN
STREET & TERRACE AVENUE ON THE EAST; and PARK &
SITGREAVES STREET ON THE WEST.

APPROXIMATELY 180 ACRES

INDICATES PROPOSED LAND USE CHANGE

LEGEND

| | | |
|-----|---|----------------------------|
| MDR | . | MEDIUM DENSITY RESIDENTIAL |
| HDR | . | HIGH DENSITY RESIDENTIAL |
| C | . | COMMERCIAL |
| HI | . | HEAVY INDUSTRIAL |
| P/S | . | PUBLIC/SEMI-PUBLIC |
| P | . | PARK |

ORDINANCE NO. 1757

AN ORDINANCE ADOPTING A REDEVELOPMENT AREA DESIGNATION AND REDEVELOPMENT PLAN FOR THE CITY OF FLAGSTAFF TO GUIDE AND FACILITATE REVITALIZATION, REDEVELOPMENT AND DEVELOPMENT ACTIVITIES WITHIN THE DOWNTOWN AREA OF THE CITY.

WHEREAS, the City Council has previously adopted a comprehensive, long-range General Plan known as the Growth Management Guide 2000 for the development of the City, and has previously contracted with a private consultant, to evaluate the existing physical, socio-economic, and environmental conditions of the City and to recommend land use, circulation, public facilities, and urban design revisions thereto to further the objectives of the General Plan, all pursuant to the authority granted the City in Chapter 4, Title 9, Article 6, of the Arizona Revised Statutes; and

WHEREAS, the Planning Division of the Community Development Department has reviewed the evaluation and recommendations of the consultant and has proposed the adoption of "The City of Flagstaff Redevelopment Area Designation and Redevelopment Plan" (Redevelopment Plan), as an Area Plan amendment to the Growth Management Guide 2000; and

WHEREAS, the Planning and Zoning Commission has reviewed the proposed City of Flagstaff Redevelopment Area Designation and Redevelopment Plan, has held public hearings on the proposed Redevelopment Plan, and has recommended that the City Council adopt the proposed Redevelopment Plan in its entirety; and

WHEREAS, the City Council intends, by adopting these Redevelopment Plan recommendations, to protect and promote the public health, safety, convenience, and general welfare of the citizens of the City of Flagstaff; to provide for the orderly rehabilitation, redevelopment, and development of the City; to conform with the goals and policies of the Growth Management Guide 2000; to mitigate the detrimental effects of slum and blight; to designate the area bounded by the half-block between Cherry and Dale Avenues to the north, Butler Avenue on the south, Elden Street on the east, and Park Street/Sitgreaves Street on the west; and to make proposals for implementation that may be initiated by the City; and

WHEREAS, the City Council has reviewed the evaluation and recommendations of staff, of the consultant, and of the Planning and Zoning Commission and finds that this Redevelopment Area Plan is required to engage in redevelopment activities within the jurisdiction of the City to mitigate the effects of slum and blight, as well as to be in conformance with the most current General Plan of the City known as the Growth Management Guide 2000, through compliance with Chapter 10-12 of the City of Flagstaff Land Development Code; and

WHEREAS, the Council finds that the adoption of the ordinance may involve one or more of the types of changes referred to in A.R.S. Section 36-1471 to 36-1491, inclusive, and that the City has taken the following steps to comply with the preparation and notice requirements of A.R.S. Section 36-1479:

1. The City has given notice of the time and place of the two hearings held by the Planning and Zoning Commission and of the one hearing that was held by the City Council and that the notices of those hearings included a general explanation of the matter to be considered, as well as notice that the adoption of the Redevelopment Plan may affect certain lands within the City; and
2. The City has given notice of the hearings and of the changes that the proposed Redevelopment Plan would accomplish by publication of the notice of the changes prior to the first hearing on the proposed changes in the Arizona Daily Sun, a newspaper of general circulation within the municipality, by publishing a display ad exceeding one-eighth of a page; and
3. The Planning and Zoning Commission and the City Council have each noticed and held separate public hearings to receive and to consider the comments, criticisms and suggestions of the general public; and

WHEREAS, the City Council finds that the Planning and Zoning Commission had, on May 26, 1992, by Resolution No. 92-03, declared the final draft of the City of Flagstaff Redevelopment Area Designation and Redevelopment Plan, and Exhibits "A" and "B" thereto be recommended for adoption by the City Council. Exhibit "A" is a copy of the proposed land use changes to the Land Use Map of the Growth Management Guide 2000. Exhibit "B" is an addendum of the text and graphic changes that are to be incorporated into the final report upon its adoption; and

WHEREAS, the City Council has, by prior resolution, declared the final draft of the City of Flagstaff Redevelopment Area Designation and Redevelopment Plan and Exhibits "A" and "B" thereto to be public records;

NOW, THEREFORE, BE IT ORDAINED BY THE COUNCIL OF THE CITY OF FLAGSTAFF AS FOLLOWS:

SECTION 1: The final draft of the City of Flagstaff Redevelopment Area Designation and Redevelopment Plan, the proposed Land Use Map attached thereto as Exhibit "A", and the compilation of the currently proposed changes to the Redevelopment Plan attached thereto as Exhibit "B", are hereby adopted to govern the revitalization, redevelopment and development of land for the designated Redevelopment Area within the City of Flagstaff, Arizona.


SECTION 2: The provisions of the final draft and the provisions of Exhibit "B" thereto that reflect changes and amendments to the final draft of the Redevelopment Plan are hereby together declared to be known as the City of Flagstaff Redevelopment Area Designation and Redevelopment Plan.

SECTION 3: The Planning Division is authorized and directed to edit and correct the proposed Plan and Exhibit "B" thereto, to correct graphic, typographical and grammatical errors, as well as errors of wording and punctuation, and to integrate Exhibit "B" into the Plan to become one document for adoption purposes.

PASSED AND ADOPTED by the Council and approved by the Mayor of the City of Flagstaff, this 7th day of July, 1992.


MAYOR

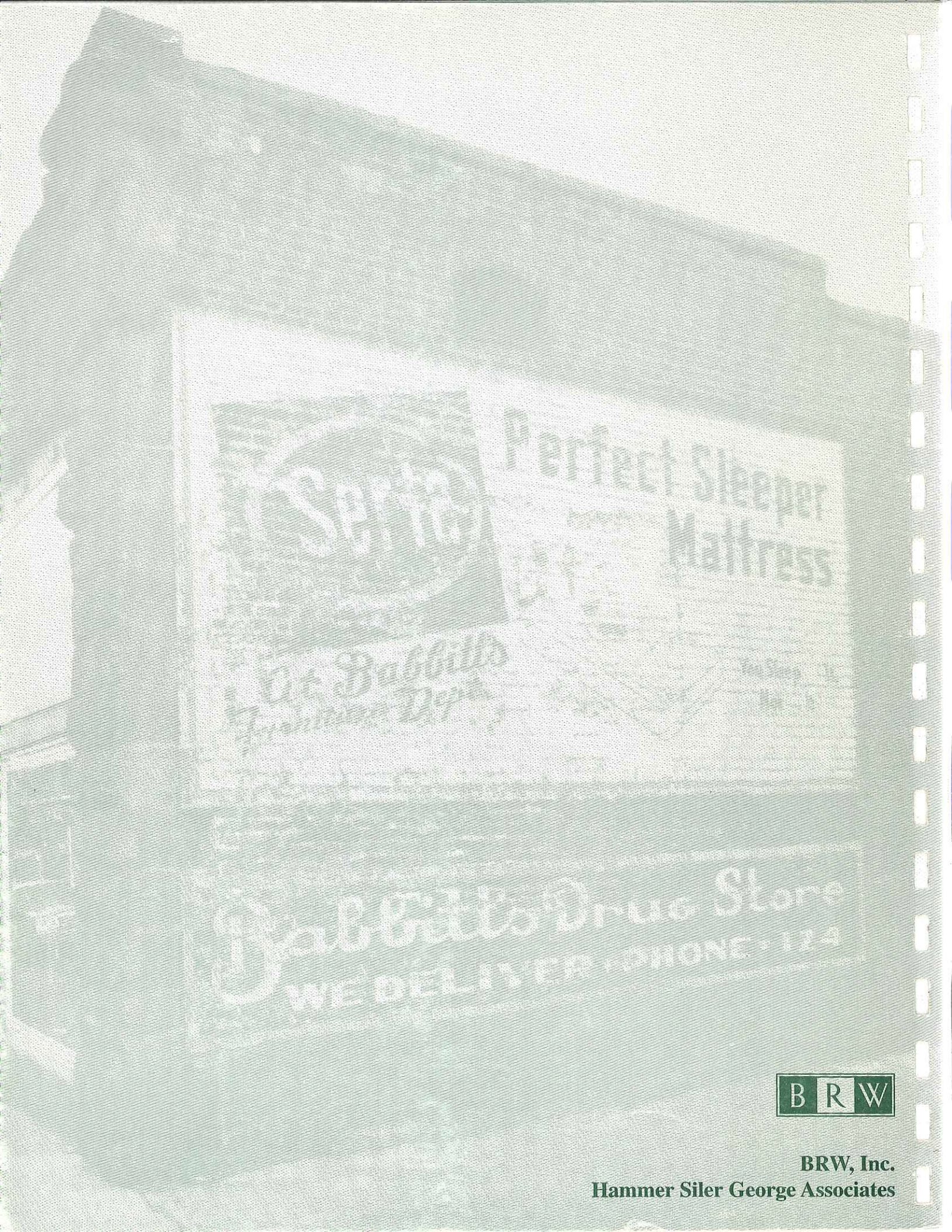
ATTEST:


CITY CLERK

APPROVED AS TO FORM:


CITY ATTORNEY

EFFECTIVE DATE: August 13, 1992
PUBLISHED: Arizona Daily Sun
July 15, 1992



BRW, Inc.
Hammer Siler George Associates